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# CITY OF SONOMA

## 1985 GENERAL PLAN







CITY OF SONOMA  
GENERAL PLAN  
1985-2005

Adopted by the City of Sonoma Planning Commission on February 20, 1986

Adopted by the City of Sonoma City Council on February 24, 1986

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## 1985 CITY OF SONOMA GENERAL PLAN

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# INTRODUCTION





# INTRODUCTION

## DEFINITION OF A GENERAL PLAN

A community's intentions

A general plan is a statement of a community's collective goals and policies. It represents a community's intentions for the future: the types of development desired, in what locations, and at what scale. Together these statements express the community's common interests and desired life style for the foreseeable future.

Legal mandate

By State law, each community must prepare a general plan. Traditionally, the document was conceived as a set of broad policies with more inspirational rather than legal effect. However, legislation in 1971 and subsequent litigation strengthened the document's legal stature and today the General Plan is regarded as a community's blueprint for physical development.

While each community can tailor the general plan document to its specific needs, the law requires that certain topics be addressed. These topics are contained in the general plan elements. The law now requires seven elements: land use, housing, circulation, conservation, open space, public safety and noise.

The law also permits optional elements including, but not limited to, the following: recreation, public services and facilities, bikeways and trails, community design, historic preservation, energy conservation, economic development and growth management.

The 1985 Sonoma General Plan contains the following eight elements, which include all the mandatory elements plus two optional elements (refer to pages INT-10-12 for complete description of elements):

- Community Development,
- Circulation,
- Housing,
- Historic and Archaeological  
Preservation,
- Tourism,
- Conservation and Open Space,
- Community Noise,
- Public Health and Safety.

## Flexibility

While a general plan contains specific statements about how a community wants to develop, it should not be regarded as a static document. As attitudes change or new data, implementation tools or funding sources become available, a community's goals and priorities may shift. Thus it is important to maintain flexibility to allow for assessment of new situations and the need for corresponding adjustments.

## PLANNING PERSPECTIVES IN SONOMA

### The foundation

#### Sonoma's Early History

Planning in Sonoma goes back to the early 1800's when the area was under control of the Mexican government. Sonoma was originally a mission settlement, the last in a chain of 21 missions beginning in San Diego and extending north along the coast of California. In 1835, General Don M.G. Vallejo was directed to establish a pueblo and presidio in the vicinity of the mission. He designed the town in the tradition of earlier settlements in New Spain - a central plaza surrounded by commercial and residential development arranged in a grid pattern (quarters and squares). The southern portion of town was divided by a broad avenue (Broadway) which led to Sonoma Creek, the major transportation link to San Francisco.

Much of the original grid pattern for the city is in evidence today and the Plaza remains the town's focal point. Commercial development still fronts onto the Plaza, and the residential sectors of the city lie just beyond. Further out, rural ranchettes and agricultural fields form a greenbelt encircling the city.



A valleywide  
perspective

The 1964 General Plan

The 1964 Plan established a planning perspective for the entire Sonoma Valley. Using General Vallejo's basic concept of a central commercial area surrounded by residences, the Plan proposed to develop the City of Sonoma as the dominant commercial area in the valley. Outlying areas were to be primarily residential with small commercial centers providing for the daily shopping needs of future residents.

A substantial amount of land was designated for industrial and commercial development along Eighth Street East to encourage the formation of coordinated industrial/office parks. A large community park (Maxwell Farms) was located adjacent to Sonoma Creek to link the various urban areas and also provide relief through open, green spaces for recreation, cultural facilities and trails. To maintain the valley's semi-rural character, a greenbelt comprised of agricultural and hillside lands was established around the perimeter of the urban area proposed by the 1964 Plan.

Town Center  
concept

The 1974 General Plan

In contrast to the regional approach envisioned by the 1964 Plan, the 1974 Plan focused on the city of Sonoma. The plan emphasized a residential orientation for the city and provided ample room for residential growth, particularly in the lower density category (2 units per acre). The amount of land for commercial and industrial development was reduced from that allocated by the 1964 Plan, and all commercial activities were located near the Plaza with no such uses in outlying regions. In response to concerns about local employment opportunities, 250 acres for industrial uses were located at the southernmost end of Eighth Street East.

The major shift between the 1964 and 1974 plans was the degree of emphasis on Sonoma as the urban center of the valley. The 1964 Plan took a much more aggressive approach by providing significantly more land for commercial and industrial uses

and locating a commercial area outside the Plaza. The 1974 Plan scaled back commercial and industrial uses and focused retail activities in and around the Plaza.

Balanced  
growth

### The 1985 General Plan

Although Sonoma has expanded over the years, the desire to remain a small scale, people-oriented community has prevailed. The 1985 Plan continues several planning concepts which, over the years, have helped retain Sonoma's uniqueness: the preservation of a greenbelt around the perimeter of the city's urban core; the perpetuation of small scale buildings and the conservation of Sonoma's historic buildings.

The 1985 Plan recognizes the increasing need to balance housing and jobs by providing more opportunities for development of smaller, more affordable units and an increase in local employment. The Plan strongly supports coordinated office/light industrial development along Eighth Street East in an effort to provide more local employment opportunities. The Plan acknowledges tourism as a viable component of the City's economy yet also recognizes the desire of the community to keep Sonoma residential. In summary, the 1985 Plan strives to accommodate balanced growth without degradation of Sonoma's unique historic or cultural qualities. (For further discussion of General Plan issues, see Table CDE-1).

The planning  
area

The planning area for the City's 1985 General Plan encompasses 17 square miles (10,880 acres) and extends west to Arnold Drive, north and east to the surrounding foothills and south to Highway 12/121. It includes two major creeks (Sonoma and Arroyo Seco) as well as several smaller channels (Fryer, Schell and Nathanson). The area is relatively flat but is surrounded by foothills on the north and east. The city of Sonoma occupies the northwestern portion of the planning area; the remainder is occupied by ranchettes, farmlands and vineyards. (See Figure CDE-1 in the Community Development Element).



A number of agencies and districts have jurisdiction within the planning area:

1. the City of Sonoma.
2. the County of Sonoma.
3. the County Water Agency.
4. the County Sanitation District.
5. the Valley of the Moon Water District.
6. the Schell-Vista Fire Protection District.
7. the Sonoma Valley Unified School District.
8. the Sonoma Valley Resource Conservation District.
9. the Sonoma Valley Hospital District.
10. the Valley of the Moon Parks and Recreation District.
11. the Valley of the Moon Fire District.
12. the Valley of the Moon Lighting District.
13. the Sonoma/Marin Mosquito Abatement District.

The presence of so many governmental entities within a single geographic location warrants continual coordination between the City and outside agencies. Currently, the City and County planning departments confer on development projects in Boyes Springs and along Eighth Street East and the City fire department maintains mutual aid agreements with the Schell-Vista and Valley of the Moon Fire Districts.

#### Subareas

Within the Sonoma Planning Area, three sub-areas have been delineated for administrative and planning purposes:

1. The City Limits. Presently the city encompasses 1.7 square miles (1,104 acres). There are approximately 216 acres available for urban development (residential or commercial). Approximately 38% of the 216 acres is underutilized (has some development on it) and is considered less available for development than is vacant land.
2. The Primary Sphere of Influence. This is the future expansion area for the city for the next twenty years.

It encompasses 2.2 square miles (1,422 acres) of which 656 are designated for urban development. Approximately 62% of the 656 acres are under-utilized and, therefore, considered less available for development than vacant land. The intent of the Primary Sphere is to direct and concentrate future urban development around the core of the existing city. The location of this boundary may change over time as additional land is needed to accommodate the city's growth.

3. The Secondary Sphere of Influence.

Encompassing some 6.5 square miles, this is the area of ultimate city expansion. The word "ultimate" is stressed; it is not intended or anticipated that the city will expand into this area within the next 20 years. However, the City considers it important to delineate the probable direction of future urban growth beyond Year 2005 to promote orderly development and avoid islands of intensive development in rural areas. The proposed Secondary Sphere of Influence incorporates the original plats laid out by General Vallejo and follows the area's natural landscape features on three sides: Sonoma Creek on the west, the hillslopes on the north and Arroyo Seco Creek on the east.

## **THE 1985 GENERAL PLAN PROCESS**

Reevaluate

### Reasons for the Update

According to the State General Plan Guidelines, a community should review its general plan every five years to determine if stated goals and policies reflect existing conditions, local attitudes and political realities. For the most part, the city has developed in accordance with the direction set by the 1974 Plan. However, given that 10 years had elapsed since that plan was written and development pressure on the city's eastern and southern borders was steadily increasing, it seemed prudent to reevaluate the City's

blueprint for the future to determine if changes in direction, densities or land use type were necessary.

In early 1984 the City investigated various firms and individuals who would be interested in preparing the General Plan Update. The City ultimately selected an independent planning contractor who would work full-time as their "in-house" general plan consultant. The project covered an 20 month period and resulted in adoption of the document in February of 1986.

#### Four phases

#### How the Plan was Prepared

The work program for the Sonoma General Plan was divided into four phases:

- Phase I: Issue Identification.
- Phase II: Definition of Land Use Alternatives and Selection of a Preferred Alternative.
- Phase III: Preparation of the Draft Document.
- Phase IV: Refinement of the Draft Document and Adoption of the Final Plan.

#### Citizen input

While all of these phases involved the use of technicians and the accumulation of many facts and figures, the most critical component to the work program was citizen participation. Throughout Sonoma's history, local residents have consistently worked together to create a community that is sensitive to the needs of all its citizens - young, old, employed, unemployed, affluent and poor. One of the underlying philosophies of the update program was to perpetuate this spirit of cooperation and concern by providing for maximum citizen involvement throughout the planning process. A series of 11 town meetings, a public opinion survey, four joint meetings with the Commission and Council, consistent availability of staff to meet with individuals and periodic memos to participants provided opportunities for residents to participate in the molding of the General Plan. In addition, the local press closely covered



the meetings and the public opinion survey and published three in-depth articles examining various community issues. (A list of citizens who attended the meetings is included in the Citizen Participation section of this document).

## Issues

Phase I of the work program introduced the citizenry to the planning process. It primarily involved development of the key issues on which the General Plan would focus. To facilitate public involvement in this phase of the General Plan update, eight town meetings were held to discuss the most significant land use challenges facing Sonoma today and in the future. Each meeting focused on a specific topic: 1) the planning process; 2) general community issues; 3) residential and housing development; 4) commercial and industrial development; 5) growth and annexation; 6) traffic and circulation; 7) open space and recreation; and 8) tourism. Information packets were mailed prior to each meeting so that all participants would be ready to discuss the issues at hand. Feedback from the meetings was recorded and distributed to all participants. (Copies of the Discussion Notes and Minutes from each town meeting are available from the City Planning Department.)

The results of these discussions helped shape the 1985 General Plan's policy and land use orientation. (Refer to the Summary of Issues in the Community Development Element for discussion of how input was translated into policies.)

## Alternatives

Phase II focused on the development and selection of a preferred land use alternative. Three land use scenarios were developed representing different levels of urban expansion within the planning area and different responses to the housing, commercial and employment issues identified in Phase I.

To evaluate the alternatives, a forum was created in which the Planning Commission, City Council and public met together in an informal atmosphere to discuss the merits and demerits of the three land use scenarios. After four joint meetings, a preferred land use alternative emerged

with a relatively high degree of consensus. This alternative was refined into the Land Use Plan which appears in the Community Development Element.

#### Draft plan

Phase III in the update program was the preparation of the draft General Plan consisting of seven mandatory and two optional elements. The direction received from the Commission, Council and public during the previous two phases of the update program was carefully considered, and then synthesized into the Plan's policy language and implementation programs. In writing the plan, particular attention was given to making the document understandable to both planners and the general public.

#### Final plan

Phase IV involved official public review and hearings on the 1985 General Plan and EIR. The draft document was presented in three parts to facilitate the review process. Part 1 contained the Conservation and Open Space, Historic and Archaeological Resources and Tourism elements; Part 2 contained the Noise and Public Health and Safety elements; and Part 3 contained the Community Development, Housing and Circulation elements. Six public hearings on the draft document were held before the joint Planning Commission and City Council in October, November and December. The Plan was adopted by the City Council in February of 1986.

#### Eight elements

#### How The Plan is Structured

In keeping with the overall objective to create a document useful to both planners and the public, the Sonoma General Plan is arranged to fit the individual reader's informational needs. In each element, the goals, policies and implementation programs for each of the eight elements are grouped into one section. Together, these sections represent the heart of the General Plan in that they provide the policy guidance for future land use decisions in the city.

In addition, there is a section within each element containing background data. This section is intended for the person

who is interested in, or needs information beyond what is contained in the policy section of each element.

The 1985 Plan combines the seven State required general plan elements into six elements and includes two optional elements. The table that follows lists the State required elements and denotes their equivalent in the 1985 document:

Table INT-1

Required Elements and their Location in the 1985 General Plan

<u>State Required General Plan Element</u>	<u>Equivalent Element in the 1985 Plan</u>
Land Use	Community Development
Circulation	Circulation
Housing	Housing
Conservation	Conservation and Open Space
Open Space	Combined with Conservation
Public Health and Safety (combines safety and seismic safety)	Public Health and Safety
Noise	Community Noise
	<u>Optional Elements</u>
	Tourism
	Historic and Archaeological Resources

Organization  
and content

Each element is organized into five sections: 1) Purpose of Element; 2) Summary of Existing Setting and Future Conditions; 3) Goals and Policies; 4) Implementation Programs; and 5) Background Data. The content of each element is briefly summarized below:



The Community Development Element sets forth the overall land use pattern for the community. It provides the policy framework for residential, commercial and industrial development throughout the city. This element also contains the Land Use Plan, which translates General Plan policy into specific land use designations on a parcel by parcel basis. This diagram represents the future land use pattern for the city.

The Circulation Element addresses the transportation system within the community. It establishes roadway and intersection capacities, identifies existing levels of service and constraints, and recommends needed improvements.

The Housing Element addresses the housing needs of the community, in particular, those in the low and moderate income groups. Targets to produce a certain number of affordable units and programs to help achieve those targets are provided in this element. The Community Development Element is closely tied to the Housing Element since the land use plan helps translate housing targets into reality by providing appropriate sites for a range of housing types.

The Historical and Archaeological Resources Element identifies the city's major resources in these two categories and provides policy guidance for their preservation and enhancement.

The Tourism Element provides an overview of the visitor-serving industry in Sonoma today and establishes the City's position with respect to future development of visitor-serving uses within the community.

The Conservation and Open Space Element addresses the many different kinds of open space within and surrounding the community and establishes policy guidance for their protection and management. Agricultural areas, hillsides, natural creeks, other natural wildlife habitats and existing and future parks are discussed in this element.

The Community Noise Element focuses on maintaining the present quiet atmosphere that prevails throughout the community. It provides a Noise Assessment Guide to assist city staff in determining the need for noise mitigations in the early stages of project evaluation.

The Public Health and Safety Element addresses potential hazards that the community may be exposed to in association with earthquakes, fires, floods and hazardous materials. It establishes policies and programs to reduce or prevent widespread harm resulting from any identified hazards.

#### HOW TO USE THE GENERAL PLAN DOCUMENT

The General Plan sets forth the scope and direction for future development within the City's existing and intended jurisdictional boundaries. This area is represented on the Land Use Plan by the Primary Sphere of Influence. The Plan also makes recommendation for lands beyond this boundary which bear a direct relationship to Sonoma. This area is represented on the Land Use Plan by the Secondary Sphere of Influence and the Planning Area boundary. It should be noted that policies covering any area outside the existing city limits are advisory until application is made for annexation to the city.

The General Plan document is intended for use by Planning Commissioners, City Council members, City staff and the general public. It will provide policy guidance to planners and decision-makers and information to potential developers or interested citizens on how the City intends to develop and what requirements are necessary to achieve consistency with the Plan's goals and policies.

There are four ways the Plan expresses the City's development aims:

Goals. Goals are the ultimate ends toward which effort is directed. They are a statement of desired conditions - of how

the City would like to develop. Developments are evaluated for consistency with General Plan goals.

Policies. Policies establish the principles which guide future decision-making toward achievement of General Plan goals. They are focused statements implying clear commitment and action. Developments are also evaluated for consistency with the General Plan policies. Inconsistencies are carefully examined for their impacts on the city's physical or social environment.

Implementation Programs. These are specific actions that carry out General Plan policies. They are usually tasks that require time and/or funding commitments from either the public or private sector. Generally, the City is responsible for implementing the General Plan programs. To ensure they achieve their purpose, they must be periodically monitored and, if necessary, modified.

Target dates for implementing the programs are set by the City Council.

The Land Use Plan. Also called the land use diagram, it graphically depicts the General Plan's goals and policies. It embodies the planning principles upon which the document is based. It is perhaps the most referenced part of the General Plan document. The Land Use Plan is commonly referred to by developers and planners to determine the intended use for a particular parcel.

## **REVIEW AND UPDATE OF THE PLAN**

A general plan is written at a specific point in time. It analyzes known conditions and makes projections based on available information. However, the environment is not static: conditions change, funding sources are created or lost, development pressures increase and community attitudes shift.

The Government Code and the State General Plan Guidelines recognize the inherent flux within any community and provide the



following requirements and guidelines for periodic review of the general plan document:

#### Review

1. Annual review of implementation programs and revision as necessary to ensure their on-going effectiveness. (Recommended)
2. Once every five years a thorough review of the entire general plan to ensure it accurately reflects current community attitudes and desires. (Recommended) Note: The word "review" refers to internal staff review. It does not mean an actual update; that would only be mandated if the Plan is not consistent with general community attitudes toward growth and development in Sonoma.
3. At least every five years, beginning in 1984, update the Housing Element. (Mandatory)

#### Amendments

General Plan law allows communities to amend their general plan four times within one calendar year. Several projects can be grouped together and analyzed for their cumulative effects; this encourages a more comprehensive approach to general plan amendments. If a community finds itself making frequent piecemeal amendments, it may indicate significant divergence between general plan policies and current community attitudes. In this case, a major general plan revision should be undertaken. In other cases, it may be appropriate to revise only one or two elements.

Criteria for evaluating general plan amendments are contained in Policy 8 of the Community Development Element. State law exempts the following projects from the four amendments per year limitation:

1. Amendments requested and necessary for the development of a residential project which makes at least 25% of its units available to low or moderate income households. (Government Code Section 65361.b ).

2. Amendments necessary to comply with a court decision in a case involving legal adequacy of the general plan. (Government Code Section 65361).
3. Amendments after January 1, 1984 to bring a general plan into compliance with an airport land use plan (Government Code Section 65302.3).
4. Amendments needed in connection with adoption of a comprehensive development plan under the Urban Development Incentive Act. (Health and Safety Code Section 56032.d ).

#### **COORDINATION WITH OTHER JURISDICTIONS**

The city of Sonoma is intimately linked to Sonoma Valley and will affect and be affected by growth that occurs in the unincorporated communities. To ensure development that benefits the entire valley, the City should continue to work closely with the County in reviewing projects of valley-wide significance.

Past efforts to formally organize a valley-wide planning commission have not been successful, but there is considerable coordination on an informal basis. Currently efforts include:

1. County referrals to the City on all projects within the valley's unincorporated communities;
2. The commitment of City funds to participate in the County's valley-wide traffic study;
3. Periodic meetings with City and County elected officials and staff to discuss specific valley-wide issues such as water supply, flooding and roadway improvements;

4. Discussion of joint City-County planning of Eighth Street East; and
5. Joint City-County funding for roadway improvements and affordable housing projects.





# COMMUNITY DEVELOPMENT ELEMENT



# COMMUNITY DEVELOPMENT ELEMENT

## PURPOSE OF ELEMENT

This element is the equivalent of the State mandated Land Use Element. It has the broadest scope of any of the General Plan elements because it considers the relationships of all the land designated for the entire General Plan area. The primary purpose of the Community Development Element is to provide policy guidance for the distribution and location of residential, commercial and industrial land uses.

As mentioned previously in the Introduction, there are three sub-areas within the General Plan Planning Area: the City Limits, the Primary Sphere of Influence and the Secondary Sphere of Influence. The policy guidance provided by this General Plan applies directly and immediately to all lands within existing city limits; it applies to lands within the City's Primary Sphere of Influence only when annexation is being contemplated. Until such time, these lands are technically under the jurisdiction of the County General Plan; however, because they are earmarked for eventual annexation, City policies have a strong influence over the type of development that occurs on land within the Primary Sphere.

The Community Development Element contains the goals, policies and implementation programs for how the community should develop within the next two decades. In addition, it contains background information and statistics on such topics as regional land use relationships; existing land use patterns in Sonoma; capacity of public services (sewer, water, police, fire, schools); population, employment and housing projections; and the availability of land for development.



## SUMMARY OF MAJOR LAND USE ISSUES

During the course of the General Plan revision, a series of public town meetings were held to discuss the most significant land use challenges facing Sonoma today and in the future. The results of these discussions were translated into the goals, policies and implementation programs of the Community Development Element. The major issues and the community's responses are summarized in Table CDE-1. (For further elaboration of public input, refer to the Discussion Notes and Minutes from the Town Meetings. These materials are available from the Planning Department.)

Table CDE-1

### Community Issues and Responses

<u>Issues</u>	<u>Community Response</u>
Balance among land uses:	<ul style="list-style-type: none"><li>- Retain residential emphasis of the city.</li><li>- Balance resident-serving with visitor-serving commercial uses.</li><li>- Encourage unincorporated communities to develop local commercial centers.</li><li>- Locate major employment centers on Eighth Street East.</li><li>- Retain low density, ranchette development around the city's perimeter.</li></ul>
Size of Sphere of Influence:	<ul style="list-style-type: none"><li>- Expand slightly to the east and south to provide an adequate supply of developable land and to direct future growth to those areas where public services are or will be available.</li></ul>
Housing, commercial and employment needs:	<ul style="list-style-type: none"><li>- Provide more affordable housing for all income segments.</li><li>- Provide additional opportunities for multi-unit developments.</li><li>- Provide opportunities for smaller, single-family units.</li></ul>

- Provide some additional commercial land.
- Provide more local employment opportunities.

Tourism in  
Sonoma:

- Keep Sonoma for the residents.
- Retain resident-oriented commercial uses in the Plaza area.
- Locate major tourist facilities on the periphery of town.
- Maintain a high quality in visitor-serving facilities.

Traffic  
congestion and  
citywide  
circulation:

- Relieve congestion on West Napa and around the Plaza.
- Improve traffic flow through critical intersections.
- Provide more parking in the Plaza area.

Open space and  
Sonoma's small  
scale, country  
character:

- Retain agricultural greenbelt.
- Preserve hillside backdrop.
- Retain creeks in their natural state.
- Provide adequate parkland throughout city.
- Provide bikepaths and pedestrian footpaths throughout city.
- Maintain present scale in building size and style.
- Preserve the city's historic architectural heritage.

## GOALS AND POLICIES

The following goals and policies reflect the community attitudes expressed in the above paragraphs toward the amount, location and type of development that should occur in Sonoma over the next two decades. Generally, they manifest the desire to take a conservative, carefully balanced approach toward future growth. The retention of Sonoma's historic, country atmosphere remains a high priority; yet, it is acknowledged that conservation must be balanced with growth in order to meet the community's future housing and employment needs.

Balanced  
community

**GOAL 1: STRIVE FOR A BALANCED COMMUNITY (IN TERMS OF OPEN SPACE, DEVELOPED AREAS, HOUSING, LOCAL EMPLOYMENT, AND AVENUES FOR SOCIAL AND CULTURAL EXPRESSION) THAT IS**

**CONSISTENT WITH SONOMA'S PRESENT  
CHARACTER AS A SMALL SCALE,  
COUNTRY TOWN.**

The Town  
Center

**Policy 1:** The City shall continue to promote an active Town Center to be the focal point for small scale retail, personal service businesses and governmental offices. The City shall also promote the location of adequate cultural or social facilities within or near the Town Center to provide opportunities for social associations among Sonoma's residents - young and old.

Local jobs

**Policy 2:** Commercial or office/industrial development that expands and diversifies job opportunities for local residents shall be encouraged.

Residential  
development

**Policy 3:** Residential development should contribute to the diversification of Sonoma's housing supply, be located within easy access to schools and recreational facilities, maximize on-site open space and demonstrate innovative design while maintaining consistency with Sonoma's architectural character.

Senior housing

**Policy 4:** Congregate care facilities for senior citizens should be located within reasonable walking distance to medical, shopping and community services or readily accessible by public transportation. They should be designed to minimize visual or noise conflicts with surrounding neighborhoods.

Buffer area

**Policy 5:** A buffer or transition area of low density development (generally 5 acres per unit) shall be retained between the City's Primary Sphere of Influence and development along Eighth Street East.



Orderly  
development

**GOAL 2: FOSTER ORDERLY DEVELOPMENT  
WITHIN THE COMMUNITY.**

Urban  
development

**Policy 6:** Urban development should be contained within the City's Primary Sphere of Influence. Urban is defined as development that receives public water, sewer, police and fire services.

In-filling

**Policy 7:** The feasibility of in-filling land within the City's limits should be considered before annexing additional lands. Annexation of lands to the city should be evaluated according to the following criteria:

- a. The land is within the City's Primary Sphere of Influence;
- b. The land abuts the city limits or existing or planned city streets on at least one side;
- c. The land is not under agricultural preserve contract (see Fig. COE-1 in the Conservation and Open Space Element); and
- d. The land is serviceable by all urban services (sewer, water, fire, police) without creating unmitigatable capacity constraints.

Consistency

**Policy 8:** Development proposals which are consistent with the General Plan are encouraged. Deviations will be considered but should be evaluated for their:

- a. Consistency with General Plan goals and policies;
- b. Compatibility with adjacent land uses;

- c. Potential for encouraging premature development of adjacent areas;
- d. Potential for reducing the viability of any adjacent agricultural lands;
- e. Contribution to identified City housing, employment, shopping or recreation needs; and,
- f. Impact on public service and infrastructure capacity.

Mutual support

**GOAL 3: SUPPORT THE DEVELOPMENT OF THE VALLEY AS A SERIES OF SMALL, SELF-SUFFICIENT YET MUTUALLY SUPPORTIVE COMMUNITIES.**

Office parks

**Policy 9:** The City should work cooperatively with the County in developing a well-planned office/business park on Eighth Street East.

Eighth Street East

**Policy 10:** The City should review all development proposals for Eighth Street East. If no specific plan exists, the following development guidelines should be considered:

- a. Light industrial/business park development should not occur on the west side of Eighth Street East north of Watmaugh Road. It should be located on larger sized parcels which are generally located south of Peru Road. These parcels have good access to 12/121, are relatively available for development and provide opportunities for cooperative infrastructure financing.
- b. Smaller parcels (less than 5 acres) should be encouraged to aggregate and larger parcels to master plan to facilitate coordination among land uses and comprehensive planning for infrastructure and

roadway improvements. Strip development with individual access ways should be avoided.

- c. The development should be as sensitive and design review as stringent as the standards imposed throughout the entire city and surrounding area, even though this is an industrial area. Public safety measures should be in conformance with City standards.
- d. Existing industrial uses along the Eighth Street East corridor should be upgraded through connection to public water and sewer and site improvements such as landscaping, if feasible.

Extension  
of water

**Policy 11:** The City will consider extending water service to Eighth Street East under the following conditions:

- a. A specific plan is prepared for all undeveloped parcels that are designated for light industrial/business park development;
- b. City planning and design review of all proposed projects within the specific plan area is required as part of the County's project approval process; and
- c. The impact on the City's water supply has been quantified.

Outlying  
commercial

**Policy 12:** The City supports the concept of developing a commercial center(s) in the unincorporated communities to provide for their local shopping needs and to reduce commute traffic into the city of Sonoma.



## IMPLEMENTATION PROGRAMS

### Land inventory

1. Maintain the City's computerized vacant land inventory. Provide a map designating vacant land within the city (by use category) to facilitate in-filling. Update both the map and computerized inventory every six months.

Responsibility: City planning staff

### Zoning

2. Revise and update the City's zoning regulations to achieve consistency with the General Plan. Consider revising the wording in the existing CC district to reflect the desire for a balance between resident- and visitor-serving businesses. Also review the design criteria enforced by the Architectural Review Commission to determine if more specific language is needed.

Responsibility: City planning staff and  
Architectual Review  
Commission

### Area of Concern

3. Establish and adopt a formal "Area of Concern". The Area of Concern should include unincorporated lands outside the City's Primary Sphere of Influence, lands along the Arnold Drive corridor, the Boyes Hot Springs/Agua Caliente/Fetter's Hot Springs area, the hillsides north of the City's northern Primary Sphere of Influence boundary and areas along Agua Caliente Creek north of the City's Primary Sphere.

Submit a letter to the County planning department indicating the City's desire to receive planning referrals on any projects within the Area of Concern. Projects of significant magnitude or controversy should be reviewed by the City Planning Commission and Council, where appropriate.

Responsibility: City planning staff,  
Planning Commission and  
City Council

Specific plan

4. Recommend that a specific plan be prepared for the vacant parcels along Eighth Street south of Peru Road that are designated for light industrial/business park development. Consider extending the specific plan area up to Napa Road to include large, presently occupied parcels in industrial use. The specific plan should include industrial design review guidelines that will assure high quality industrial development along Eighth Street East.

Responsibility: Joint City planning staff, Planning Commission and City Council

City/County

5. With the concurrence of the County, establish a forum consisting of City and County planning staff, a representative from the City Council, the Supervisor from District 1 and a Planning Commissioner from District 1. The purpose of the forum would be to informally discuss valley-wide issues, the effect of recently approved City and County projects on the Valley and the direction the Valley is or should be moving toward. Meetings could be held four times a year, perhaps at the end of each fiscal quarter.

Among subjects to be considered, the following points should be addressed:

- a. Guidelines for the City Planning Commission to use in reviewing project proposals within the area of concern.
- b. Criteria for an area-wide Specific Plan.
- c. Mechanisms giving the city more control over development within its area of concern.

Responsibility: City planning staff initiates

Water supply

6. Embark upon a joint planning effort with the County Planning Department,

tion to the need for a long range water supply. The City could begin immediately by monitoring the County's general plan update, particularly the build-out scenarios for the Valley. After completion of the County's general plan, the City could request an initial meeting to determine what infrastructure is needed to meet the valley's future water demands and how it can be provided.

Responsibility: Joint City/County

## **DEFINITION OF GENERAL PLAN LAND USE CATEGORIES**

The following definitions are provided to clarify the intent of the 16 land use categories depicted on the accompanying Land Use Plan. These definitions can be used as a general reference for defining development proposals within the General Plan Planning Area.

The definitions are divided into major land use categories. Each definition is preceded by the appropriate symbol that appears on the General Plan Land Use Plan.

### **RESIDENTIAL USES**

CR/2 or 5

Country Residential. This designation is intended to preserve the prevailing rural character of the Sonoma Planning Area by providing suitable lots for very low density residential development. These areas are not intended to be serviced by City water or sewer.

The two-acre density generally recognizes the existing lot pattern in the Lovall Valley area. The five-acre density generally follows current (1985) County zoning. It is intended to encourage activities commonly found in association with ranchette living such as family farming or animal raising. It is also intended to discourage further parcelization which tends to increase demand for urban services.

Minimum parcel size: 2 or 5 acres  
Applicable zoning: RC



**UR/20**

Urban Residential/20,000 sq. ft. minimum lot. This designation recognizes two estate properties within the City's Primary Sphere of Influence which are suitable for low density residential development. The intent is to provide some opportunity for large lot development close to town with access to urban services.

Minimum parcel size: 1/2 acre  
Applicable zoning: RC

**UR**

Urban Residential. This designation provides for residential development with access to the full range of urban services. Single-family detached dwellings on 7,000 square foot lots are the standard dwelling type built in this use category; however, zero-lot line, clustered and patio homes may also be permitted to provide a greater range of housing types.

Minimum lot size: 6,000 square feet  
Average lot size: 7,000 square feet  
Applicable zoning: R-1

**MR**

Multi-Unit Residential. This category allows more concentrated residential development at densities ranging from 7 to 15 units per acre. The intent is to provide smaller, more affordable units in an attractive residential setting. Where possible, multi-unit dwellings are located adjacent to or nearby commercial uses to encourage pedestrian travel between work, shopping and home. The multi-unit category, where combined with the "H" (Historic) zone, is also used to permit limited commercial in existing buildings along Broadway.

Minimum parcel size: 5,000 to 6,000 square feet  
Applicable zoning: R-2, R-3, and R-4

**COMMERCIAL USES**

**CC**

City Centered Commerical. The intent is to concentrate small scale, resident serving

commercial uses near the Plaza to retain the vitality of Sonoma's historic town center. A mix of general shopping, service businesses and offices are allowed.

Minimum lot size: 2,000 square feet  
Applicable zoning: CC

**GC**

General Commercial. The intent of this designation is to allow for commercial uses that cannot locate in the town center due to space requirements or other planning factors. The purpose is to provide additional opportunities for commercial development that will not detract from the uses in the Plaza area. Typical uses would include professional offices, retail goods, grocery stores, department stores, restaurants and personal service businesses.

Minimum lot size: as established by the  
new zone  
Applicable zoning: requires a new zone

**NC**

Neighborhood Commercial. This designation allows small scale retail establishments in outlying areas. Such establishments are intended to be primarily patronized by residents of the immediate area and should not be of a scale that would attract residents on a community-wide basis.

Minimum lot size: 20,000 square feet  
Applicable zoning: CN

**TC**

Thoroughfare Commercial. This district is intended to provide locations for certain commercial uses which require large storage facilities or extensive land areas. It is appropriate to outlying areas that are accessible to major thoroughfares.

Minimum lot size: 6,000 square feet  
Applicable zoning: CT

**PC**

Planned Commercial. This is a special designation tailored for the Four Corners area. The intent is to provide maximum flexibility in the land use mix and promote coordinated development among individual parcels. Permitted uses include residential, office, support retail and lodging facilities.

Minimum lot size: No minimum lot size  
Applicable zoning: requires a new zone

#### **LIGHT INDUSTRIAL/BUSINESS PARK USES**

**LI**

Light Industrial. This designation is intended for uses which do not produce objectionable odors, noise, vibrations or emissions. Grouping of uses in an attractive, well-designed complex is encouraged. Typical uses include light manufacturing; light wholesale, storage and distribution; support commercial services; and offices. Adherence to development standards established by the zoning district is required.

Minimum parcel size: as determined by new zone  
Applicable zoning: requires revision of current LI district

**OP**

Office-Business Park. The intent of this designation is to provide for planned office-business centers in an attractive, campus or park-like setting. Potential tenants could include corporate headquarters for finance, insurance or real estate institutions, computer software manufacturers or medical instrument manufacturers. Projects are required to develop under a Master Plan.

Minimum parcel size: 25 - 50 acres  
Applicable zoning: requires revision of current MP district

#### **RESOURCE MANAGEMENT**

**AG**

General Agriculture. This designation is intended to preserve suitable lands for large scale commercial agriculture such as vineyards, orchards, dairies and ranches. It also recognizes agricultural parcels within the city that are in agricultural use and/or under Williamson Act Contract.

Minimum parcel size: 60 acres  
Applicable zoning: A



**AR**

Agricultural Residential. This designation is intended to recognize and promote small scale farming operations in rural residential areas. Existing parcelization patterns prevent large scale farming, but present use and soil conditions are conducive to farming activities undertaken as a hobby, to supplement income and/or grow specialty crops.

Minimum parcel size: 10 acres  
Applicable zoning: requires new zone

**WP**

Wine Production. This is a special designation that recognizes lands inside the city that are currently occupied by wine production facilities.

Minimum parcel size: 10 acres  
Applicable zoning: AW

**HP**

Hillside Preservation. The category is intended to preserve the city's historic, scenic hillside backdrop; a minimum amount of development is permitted.

Minimum parcel size: 10 acres  
Applicable zoning: RP

# LAND USE PLAN

## LEGEND:

### RESIDENTIAL

CR COUNTRY RESIDENTIAL - 2-5 ACRE MIN.  
UR<sub>20</sub> URBAN RESIDENTIAL - 20,000 SQ. FT. MIN.  
UR URBAN RESIDENTIAL - 6 DU/ACRE  
MR MULTI-UNIT RESIDENTIAL - 7-15 DU/ACRE

### COMMERCIAL

CC CENTRAL COMMERCIAL  
GC GENERAL COMMERCIAL  
NC NEIGHBORHOOD COMMERCIAL  
TC THOROUGHFARE COMMERCIAL  
PC PLANNED COMMERCIAL

### OFFICE / INDUSTRIAL

LI LIGHT INDUSTRIAL  
OP OFFICE/BUSINESS PARK

### PUBLIC / QUASI - PUBLIC\*

SCHOOLS  
PARKS  
PUBLIC FACILITIES

### RESOURCE MANAGEMENT

AG GENERAL AGRICULTURE - 60 ACRE MIN.  
AR AGRICULTURAL/RESIDENTIAL - 10 ACRE MIN.  
WP WINE PRODUCTION  
HP HILLSIDE PRESERVATION - 10 ACRE MIN.

### BOUNDARIES

CITY LIMITS  
PRIMARY SPHERE OF INFLUENCE  
SECONDARY SPHERE OF INFLUENCE  
PLANNING AREA

\*NUMBERS REFER TO FOLLOWING TABLE

## CITY OF SONOMA 1985 GENERAL PLAN

SCALE:  
0 600 1800 3000

SONOMA PLANNING & BUILDING DEPT.  
BRENDA GILLARDE, CONSULTANT

12/1/85





Table CDE-2

Map Key: Public Facilities, Schools and Parks



**PUBLIC FACILITIES**

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1. Mountain Cemetery
2. Veterans Building
3. Police Department/Municipal Court/Council Chambers
4. City Hall/Plaza
5. Fire Department
6. Sonoma Valley Hospital
7. Sonoma Valley Library
8. Valley Cemetery
9. City Corporation Yard
10. County Sewer Treatment Plant



**PUBLIC SCHOOLS/PLAYFIELDS**

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11. Sassarini Elementary School/Eraldi Park
12. Sonoma Valley High School/Playfields
13. Prestwood Elementary School/Playfield



**PARKS**

---

14. Maxwell Farms
15. Olsen Park
16. Vallejo Home
17. Depot Park
18. Arnold Field
19. Pinelli Park
20. Bond Property (proposed)
- 21-27. General locations for proposed neighborhood parks



Table CDE-3

**Holding Capacity Within the Primary Sphere of Influence  
1985 General Plan, City of Sonoma (1)**

	<u>Existing (1984)</u>			<u>Potential (1985 General Plan)</u>			<u>Holding Capacity</u>		
	<u>City</u>	<u>Primary SOI</u>	<u>Total</u>	<u>City</u>	<u>Primary SOI</u>	<u>Total</u>	<u>City</u>	<u>Primary SOI</u>	<u>Total</u>
<u>Acres</u>									
Residential	488	191	679	202	641	843	690	832	1,522
Commercial	99	9	108	14	15	29	113	29	142
Parks	23	0	23	0	84 (2)	84	23	84	107
Public	184	65	249	0	0	0	184	65	249
Resource (3)	47	57	104	47	360	407	94	417	511
TOTAL	841	322	1,163	263	1,100	1,363	1,104	1,427	2,531
<u>Units</u>									
Single Family	2,139	754	2,893	512	2,532	3,044	2,651	3,286	5,937
Multi-family	1,185	66	1,251	872	723	1,595	2,057	789	2,846
TOTAL	3,324	820	4,144	1,384	3,255	4,639	4,708	4,075	8,783
<u>Population</u>	6,854	1,747	8,601	2,948	6,933	9,881	9,802	8,680	18,482
<u>Employment</u>	----	----	3,949	316	390	706	----	----	4,655

- (1) This table describes the maximum level of development that could be accommodated by the Plan. The actual level of development will depend on the rate at which the City grows over the time period of this General Plan.
- (2) Does not include acreages for proposed neighborhood parks.
- (3) Includes agricultural, hillside preservation and wine production lands.





## BACKGROUND DATA FOR THE COMMUNITY DEVELOPMENT ELEMENT



This section provides information on the regional and local land use issues that most influenced the policy direction of the 1985 City of Sonoma General Plan. The information is divided into five categories:

- A. Regional Relationships.
- B. Existing Land Use Patterns.
- C. Public Services.
- D. Population, Employment and Housing Projections.
- E. Available Land for Development.

## A. REGIONAL RELATIONSHIPS

The city of Sonoma lies in the southern portion of Sonoma County, which is one of nine counties that comprise the Bay Area. The city lies within easy commute distance of both Marin and Napa counties, as well as three of the major growth centers within Sonoma County: Santa Rosa, Petaluma and Rohnert Park. Although it has remained fairly isolated due to the area's underdeveloped roadway system and distance from the region's major travel corridor (Highway 101), Sonoma is steadily gaining attention as a highly desirable residential community. Because of this attraction, it is important to be aware of the forces that are shaping the Bay Area as they will influence future growth in Sonoma.

### 1. The Bay Area

Over the last 45 years, the Bay Area has experienced significant shifts in where people live and work. The dominance of San Francisco and Alameda as the two major job/housing centers has decreased, resulting in a region-wide decentralization of both population and employment. This phenomenon is expected to continue, leading to increasing interdependency among the nine Bay counties.

According to the Association of Bay Area Governments (ABAG), the economic future of the Bay Area over the next 20 years looks favorable if certain housing and infrastructure constraints can be overcome. Jobs in high technology sectors such as aerospace, computers, electronic, scientific instruments, communications equipment and office machinery presently comprise more than 33% of all manufacturing jobs and are expected to increase in the future.

If the Bay Area is to compete favorably for jobs and income growth with the rest of the nation, it must be able to house its workers. According to ABAG Projections '85, "housing production is not occurring at a rate that will sustain economic growth...Without increased housing production, the labor force cannot grow fast enough to sustain a "reasonable" level of economic growth."

In addition to increased housing production, the Bay Region must grapple with the question of providing the necessary infrastructure to support new housing starts. Because of anticipated changes in the financing policies of the federal government, the cost of providing water, sewer, roads and schools will increasingly fall upon local taxpayers and developers. However, without the necessary infrastructure, the growth potential anticipated for the Bay Area may not be realized.

## 2. Sonoma County

In light of increased housing needs throughout the Bay Area, greater attention may be focused on Sonoma County in the future. Sonoma County is the largest of the nine Bay Area counties, encompassing some one million acres. It is one of the least urbanized areas and has the greatest supply of land available for residential development. While the county is expected to draw an additional 72,000 jobs, it will still have less than one job per employed resident. Thus employed residents will continue to commute out of the county for jobs.

The commute between Sonoma and Marin Counties may increase over the next two decades. According to ABAG projections, Marin will add 1.7 jobs per employed resident; thus, some of Marin's jobs will have to be filled by people living outside the county. Because of Sonoma County's proximity to Marin and large supply of residential land, it may attract people who want to work in Marin but cannot live there. The city of Sonoma may be particularly attractive to these workers given its scenic qualities, country charm and proximity to employment in Marin.

## B. EXISTING LAND USE PATTERNS

There are approximately 1,104 acres in the current (1985) city limits. The breakdown of uses is tabulated below. With two exceptions, land outside the city is mostly low density residential, agricultural and vacant. The two exceptions are a minor amount of strip commercial along Highway 12 and the fairly intensive light industrial uses along Eighth Street East. This area is of major concern to the city as the level of development intensity is increasing without the support of urban services or building and design guidelines. The result thus far is a series of uncoordinated, unsightly buildings stripped along Eighth Street. (See Available Land section for further discussion).



Table CDE-4

## Existing Land Use - 1985 City Limits

	<u>Acres</u>	<u>% of Total</u>
Residential		
Single-family	389	35
Multi-unit	99	9
Commercial (includes office & retail)	99	9
Industrial	11	1
Parks	23	2
Public (includes State Park facilities)	184	17
Agricultural	26	2
Hillside Preservation	10	1
Vacant and Underutilized	263	24
	<u>1,104</u>	<u>100</u>

-----

The predominant use of developed land is residential, with single-family dwellings dominating the mix. In accordance with General Vallejo's original plan for the city, it has grown outward from the central Plaza area. The east side of town is almost exclusively single-family dwellings; historically the west side has been the location for most of Sonoma's townhouse and multi-unit development. The decreasing availability of land in this sector of the city may, however, shift the development emphasis to other locations.

The city's commercial development is concentrated around the Plaza, along both sides of West Napa Street and part way down Broadway (Highway 12). Most of the commercial development is small, individual offices and shops; the three exceptions are the Marketplace (Napa and 2nd), West Plaza/Safeway (Napa and 5th), and Vallemart (Napa and 5th) which are anchored by large supermarkets. (The Marketplace is also anchored by a chain drug/discount outlet.)

The only industrial land, within the city is the Sebastiani Winery, located on Fourth, near West Spain. Most of the winery's operations are carried out at this location, as well as public tours and wine tasting. As can be expected, there is some conflict between the winery and adjacent residences; however, mechanisms are in place to reduce noise and traffic conflicts. There is no other vacant land designated for industrial purposes inside the city. Such uses have been allocated for Eighth Street East.

There are five City owned or maintained parks ranging in size from 0.5 to 8.5 acres. They provide grassy areas for picnicking and other outdoor recreational activities such as volleyball and basketball. The City has also developed 1.4

miles of paved trail for biking, walking and jogging. A par course parallels this pathway providing additional outdoor exercise opportunities. Swimming and tennis facilities are available to city residents through a mutual use agreement with the local high school. Softball facilities are available at the local school playgrounds as well as the County-owned park within the city limits (Arnold Field), which also provides baseball facilities. The City was deeded a 7-acre parcel outside the present city limits which will be developed for park and recreation purposes as demand warrants. (For further information on recreational resources within the city refer to the Conservation and Open Space Element.)

## C. PUBLIC SERVICES

The following paragraphs briefly describe the primary urban services, their capacities and any major constraints to future growth and development within the Primary Sphere of Influence.

### 1. Water Supply and Distribution

#### Existing Conditions

The City purchases water from the Sonoma County Water Agency, using a City-owned system to distribute it. Water is pumped to the city via a pipeline from the Russian River.

The County's supply pipeline has only enough capacity to meet current entitlements: 4.47 million gallons per day (mgd) for the Valley of the Moon Water District (VOMWD) and 3.3 mgd for the City of Sonoma. Local storage capacity for the City and VOMWD is approximately 3 million gallons. In 1984, during the peak water use month of July, Sonoma used 75 percent of its entitlement, with per capita consumption estimated at 318 gallons per day.

The City's water distribution system is sound and is maintained continuously. The system is entirely supported by water sales and other user fees.

#### Future Constraints

The City's current entitlement cannot be increased without developing a new delivery system or local supply source. This conclusion is based on a recent capacity study conducted by the Sonoma County Water Agency. This study determined that with some minor modifications to the current delivery system (booster pumps and storage tanks), the Agency can meet its current water contracts; however, the delivery system cannot supply water beyond existing contract allocations.

The table below and the following figures illustrate the City's water supply capacity under various growth scenarios. If all land within the City's Primary Sphere of Influence built out by Year 2005, peak month demand would exceed the city's current water entitlement by 73 percent. This would occur around 1990-91. Under the Growth Management Scenario (100 units approved a year), peak month demand would outstrip supply around 1998-99. Under County growth projections, the supply would be exceeded by 1995-96.

**Table CDE-5**

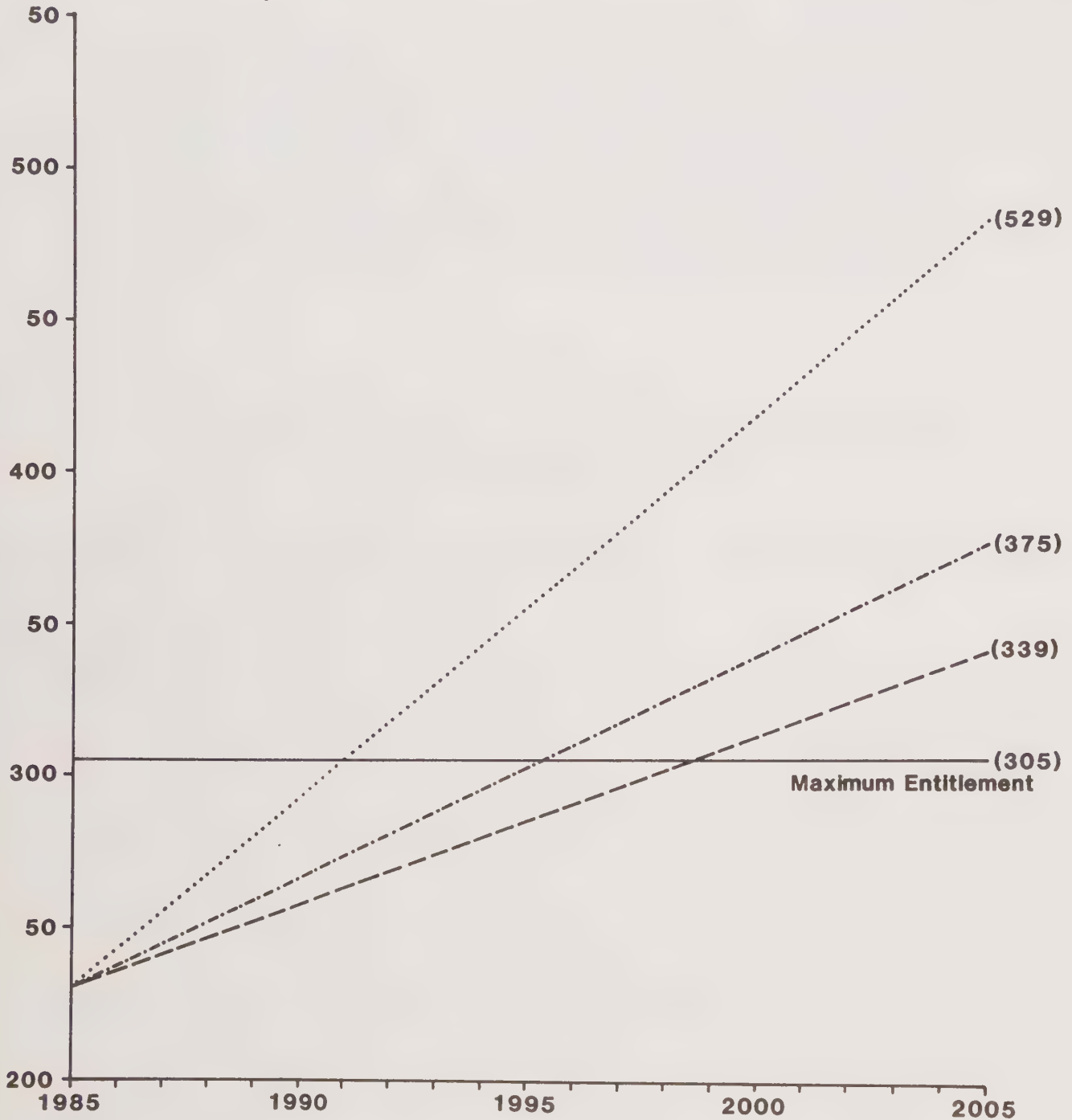
**Existing and Projected Water Use and System Capacity  
City of Sonoma  
1985-2005**

<u>Existing and Future Development Scenarios</u>	<u>Existing and Projected Water Use (acre ft./mo.) (1)</u>	<u>System Capacity (2)</u>	
		<u>Capacity Used</u>	<u>Remaining</u>
Existing (3)	229.5	75%	25%
Growth Management Ordinance (4)	339.0	111%	-11%
County Projections (5)	375.0	123%	-23%
Holding Capacity (6)	529.0	173%	-73%

- 
- (1) Based on the peak use month of July.  
 (2) The City's maximum entitlement is 305 acre ft./month and cannot be increased using the present supply system.  
 (3) July, 1984.  
 (4) Assumes the maximum development allowed by the ordinances: 100 units/year x 20 years = 2,000 units x 2.13 (persons/household) x 271 gallons per capita per day (the average peak per capita use in the city from 1970 - 1980).  
 (5) Would result in an additional 5,646 residents. Same consumption calculations used as in (4).  
 (6) Would result in an additional 11,628 residents. Includes existing plus new residents. Same consumption calculations used as in (4).

**Figure CDE-2**

(Use in Acre ft./month)



**SCENARIO**

**CAPACITY REACHED**

Growth Management Ordinance: -----  
 County Population Projection: -.-.-.-.-  
 Holding Capacity: .....

1998-99  
 1995-96  
 1990-91

**CITY OF SONOMA  
 1985 GENERAL PLAN**

SONOMA PLANNING & BUILDING DEPT.  
 BRENDA GILLARDE, CONSULTANT

# **WATER USE PROJECTIONS FOR GROWTH SCENARIOS**

**1985-2005**



Another consideration related to the city's future water supply is the industrial and office development proposed by the 1985 General Plan for Eighth Street East. The Plan designates 232 acres of land for light industrial/office-business park development. Water consumption for such uses varies widely - from .052 gpd/sq. ft. for warehousing to 6.3 gpd/sq. ft. for electronic processing plants. The following table provides an estimate of water usage by land uses proposed for Eighth Street by the City's General Plan. It must be noted that these are very rough estimates based on an assumed mix of uses. They should not be used for purposes of planning the city's future water supply system; however they do illustrate the amount of water that might be used by development on Eighth Street East.

**Table CDE-6**

**Potential Water Usage  
Eighth Street East**

<u>General Plan Land Use Category</u>	<u>Types of Uses</u>	<u>Potential Acres</u> (1)	<u>Potential Water Use</u> (2)
Light Industrial (LI)	Industrial	48	1.09 mgd
	Warehouse	66	.07 mgd
		<u>114</u>	<u>1.16</u>
Office-Business Park (OP)	Office	93	.28 mgd
	Industrial	10	.23 mgd
	Warehouse	<u>15</u>	<u>.02 mgd</u>
		118	.53 mgd
	TOTAL	232	1.69 mgd (3)

- 
- (1) Assumes the following ratio of uses on Eighth Street East at buildout: 25% industrial; 35% warehouse; 40% offices.
- (2) Based on the following water use factors:  
industrial - .02272 mgd/gross acre; office = .002972 mgd/gross acre; warehouse = .0011042 mgd/gross acre. Figures based on 1981 sewage generation rates for industries in the San Jose area. Water usage assumed to be 25% greater than sewage generation rates.
- (3) Equal to 51% of city's total existing entitlement (3.3 mgd).

The City is aware of the capacity constraints in its supply system. Various alternatives have been discussed over the years including development of a well-based system and a parallel pipeline. Given the variable quality and availability of Sonoma's groundwater, a well-based system would not likely be a reliable, long-term source. Constructing a parallel pipeline will require a considerable amount of planning and funding; however, it may be the most appropriate solution to the city's long-term water supply needs. The City intends to participate in a joint planning effort with the County Planning Department, the County Water Agency and all county water contractors to develop a feasible solution to the need for a long range water supply.

## 2. Sewer Service

### Existing Conditions

Sewer services and facilities are provided by Sonoma County through the South Sonoma Valley Sanitation District. The District treatment plant, located on Eighth Street East, serves South Sonoma Valley from Temelec to Glen Ellen. It has a secondary treatment capacity of 10.5 million gallons per day (mgd) and holding pond capacity of 35 million gallons.

Currently the plant is operating well below capacity. Dry period flow (typically from May through mid-September) averages 3 mgd - 29% of plant capacity. Wet period flow averages 8 mgd - 76% of plant capacity, with peaks of up to 16.5 mgd - 157% of plant capacity. During peak flow periods, flows in excess of treatment capacity are stored in holding ponds and then fed through the plant as capacity permits.

Treated effluent is released into Schell Slough. During the dry period, the concentration of effluent violates State Water Quality standards, primarily because natural water flows through the slough are so low. The Sanitation District is developing a storage and irrigation program to dispose of dry period effluent in a manner acceptable to the State.

Much of the city's collection system is old (parts of it date back to 1914) and high levels of infiltration/inflow (I/I) are experienced during the wet period. Because the system is often surcharged during the wet period, occasional localized overflows are experienced.

Trunkline capacity is more than adequate, but some sections of the collectors are near capacity. Several thorough overhauls and a continuous program of cleaning and maintenance have kept the system in generally good operating condition. A relief line for overflows induced

by I/I was recently installed parallel to the main trunk-line. While this reduced systemwide overflows, some localized overflows still occasionally occur during periods of unusually heavy rainfall.

### Future Constraints

Assuming per capita residential flows of 100 gpd and commercial flows of 1,100 gallons per acre per day, buildout of lands within the Primary Sphere of Influence could add an average 1.2 mgd to existing dry period flows. This would increase the total average dry period flow to 4.2 mgd or 40% of plant capacity, well within the plant's treatment capacity. Buildout under the City's Growth Management Ordinance would add approximately .5 mgd to existing dry period flows, resulting in much less impact than under buildout.

The impact of increased development on wet period flows is difficult to assess because of the high infiltration/inflow (I/I). Increased sewage flows would displace wet period I/I; however the degree of displacement is unknown. Assuming maximum buildout of the City's Primary Sphere of Influence and a 20% displacement (a conservatively low estimate), the additional development would increase wet period flows 9%, or 85% of treatment capacity. This is still within treatment plant capacity. Development over 20 years under the Growth Management Ordinance would increase wetflows 5%, or 80% of plant capacity.

The above discussion of estimated increases in dry and wet period flows does not consider flows generated by growth outside the City's Primary Sphere of Influence. Cumulative growth within the Sanitation District could necessitate an expansion of treatment capacity within 15-20 years. The time frame for this expansion will be more precisely determined when the County, as part of its General Plan Update, finalizes the land use plan for the unincorporated communities in Sonoma Valley. This should be completed in the early part of 1986.

## 3. Solid Waste

### Existing Conditions

Collection service is provided, under City franchise, by Sonoma Garbage Collectors. The collection fleet consists of 5 trucks. Disposal is provided by Sonoma County. A 28 acre sanitary landfill located west of the city on Highway 116 formerly served Sonoma Valley; however, it has been deactivated and now serves as a transfer station to the County's central landfill in Petaluma. Approximately 120 tons of refuse pass through the station each day.



## Future Conditions

The central site is expected to reach capacity by 1994. The County plans to replace it and is now two years into the site selection process, anticipated to take 8 years.

Buildout of Sonoma's Primary Sphere could result in the generation of an additional 207 tons of refuse each week, necessitating 10 additional trucks. (Based on projected waste generated for Sonoma Valley provided in Sonoma County Solid Waste Management Plan Final, November, 1985).

## 4. Police Protection

### Existing Conditions

Police protection is provided by the City. Currently, the police department staff consists of 11 full-time sworn officers, 7 reserve officers (part-time) and 4 provisional officers hired for the summer season. The support staff consists of 5 full-time and 6 part-time members.

The police facility, a 6,500 square foot building located on First Street West, can accommodate up to 20 full-time officers and 10 full-time staff persons. The Department operates 11 vehicles including 7 patrol cars. Typical response time to calls within the city limits is 3 minutes. According to the Police Chief, the Department adequately meets existing needs.

### Future Constraints

Buildout of the Primary Sphere would necessitate an additional 18 full-time sworn officers to maintain the present police-to-population ratio of 1.6 officer per 1,000 persons. The actual number of additional officers needed will be contingent upon the rate of population growth.

## 5. Fire Protection

### Existing Conditions

Fire protection is provided by the City of Sonoma. Currently, the Department staff consists of 6 full-time firefighters and 1 part-time secretary, supplemented by a force of 20 volunteer firefighters. The Department is housed in a 15,000 square foot building located on the corner of Broadway and Patten. Vehicles include 2 structural firefighters (1,250 gallon pumpers), one 65 foot snorkel vehicle and several smaller vehicles used for medical calls and brush fires. The first engine response time to calls within city limits is 5 minutes or less.



The majority of city fire calls are for medical aid. The table below shows that the number of medical aid calls has substantially increased over a 10 year period while the number of fire calls has remained nearly the same.

**Table CDE-7**

**Fire Department Annual Number of Incidents**

	<u>1974</u>	<u>1985</u> <u>(Jan.-Sept.)</u>
Fires	60	69
Medical Aids	20	201
Needless Alarms	7	17
Smoke Investigations	5	16
Special Service	5	9
Wash Downs, Gas Leaks	4	15
Mutual Aids	2	11
Hazardous Materials Calls	0	4

-----  
Source: City of Sonoma Fire Department.  
Fire Chief, Al Mazza. November 1985.

Sonoma belongs to a mutual aid agreement linking all fire districts within the county. The City also employs a fire flow ordinance limiting new buildings to a maximum flow rating of 2,000 gallons per minute unless mitigated with on-site fire protection such as sprinklers and fire-walls. Sonoma has a fire insurance rating of 5 on a 1-10 scale. Although the Fire Chief considers the current level of protection adequate, his goal is to reduce the City's fire insurance rating to 4.

Future Constraints

Buildout of lands within the Primary Sphere of Influence would require the addition of 10 full-time firefighters to maintain the present manpower ratio of .88 firefighter per 1,000 persons. This increase would require a corresponding increase in support staff and volunteers. The existing facility could accommodate the increase in staff, but a substation may be needed to house additional equipment. The actual increase in staff will be contingent upon the rate of population growth over the General Plan time frame.

## 6. Schools

### Existing Conditions

Public schools serving the city of Sonoma are part of the Sonoma Valley Unified School District (SVUSD). Two elementary schools (Prestwood and Sassarini) and one high school (Sonoma Valley) are located within the city but all serve portions of South Sonoma Valley in addition to the city of Sonoma. The local middle school, Altimira, is located outside of the city on Arnold Drive. The local continuation high school, Agua Caliente, is also located outside of Sonoma, on Highway 12.

### Future Constraints

Total buildout of lands within the Primary Sphere could generate an additional 1,537 students. Table CDE-8 delineates projected enrollments and capacity needs. Local schools could absorb up to 745 additional students using existing facilities. Expansion of these facilities, through the use of portable classrooms or other means, would be required to accommodate the remaining 792 students.

The enrollment increase described above does not include increased enrollment caused by development outside the city. City growth in conjunction with total growth throughout the district would probably necessitate the construction of new schools within the next 10-15 years to provide for long-term school capacity needs. In the short term, the school district is currently studying the adjustment of school boundaries and the installation of portable facilities at existing schools as possible ways to maximize existing capacity.

Table CDE-8

**Current and Potential Enrollment Capacity Needs  
of Local Serving Public Schools**

	<u>Grade Level</u>	<u>Current Enrollment(1)</u>	<u>Available Capacity</u>	<u>Projected Enrollment Increase(2)</u>	<u>Needed Capacity</u>
Prestwood and Sassarini	K-6	767	253	756	503
Altimira	7-8	696	108	252	144
Sonoma Valley High School	9-12	1,216	384	529	145
TOTAL		2,679	745	1,537	792

(1) For Sassarini, Prestwood, Agua Caliente and Sonoma Valley High School, October 1984 (excludes special education classes); derived from School Enrollment Study, 1985 (Sonoma Valley Unified School District).

(2) Assumes buildout of the City's Primary Sphere. Assumes city of Sonoma's 1980 student generation rate of 1:217 for grades K-8 and 1:114 for grades 9-12 (derived from 1980 census). Also assumes 1984 district-wide enrollment distribution of 49.2% for K-6, 16.4% for 7-8 and 34.4% for 9-12 (DEIR for Broadway Reorganization No. 7, Walt Smith and Associates, 1984).

Note: The City anticipates growth within its Primary Sphere per the Growth Management Ordinance. Assuming this scenario, future development in the city would produce 326 elementary, 108 junior high, and 228 high school students.

#### **D. POPULATION, EMPLOYMENT AND HOUSING PROJECTIONS**

The City of Sonoma will be primarily influenced by growth in Sonoma Valley (particularly the Boyes Springs/El Verano area) and Marin County (particularly Novato); indirectly, the city will be affected by overall growth in Sonoma County. According to ABAG projections, Sonoma and Solano Counties will absorb 30 percent of the one million new residents anticipated by the year 2005 in the Bay Area. Sonoma County will be extremely attractive as a residential community because of its large supply of land available for residential development. Because Marin is anticipated to produce more jobs than housing, Sonoma County and the City of Sonoma may draw workers unable to find suitable housing in Marin County.

The following paragraphs discuss the existing and potential relationship between the City of Sonoma, Sonoma Valley and Sonoma and Marin Counties. The discussion is divided into three subsections: population, employment, and housing. It should be noted that these sections deal with projections and do not reflect holding capacity of the Plan or the probable growth rate of the City per the Growth Management Ordinance. (See Table CDE-13 in the Community Development Element for holding capacity of the Primary Sphere of Influence.)

It should also be noted that two different sources are used for the Sonoma County, Sonoma Valley and City of Sonoma figures in the following tables: The Association of Bay Area Governments (ABAG) and the Sonoma County Planning Department. Generally the totals agree, but the internal distribution differs. The differences are noted under each table.

### 1. Population

The city of Sonoma is expected to draw 30% of the total population anticipated for the Valley in 2005 and 3% of the county's total. Although most of the valley's population will still be located in the unincorporated communities, the County does allocate the greatest percent increase in population to the city of Sonoma. This is in keeping with the State's Urban Land Use Strategy which recommends focusing urban development within existing urban areas. The city's main attraction will likely be as a residential community, given the predominance of land designated for this type of use; however, land has been designated along Eighth Street East for office/business park development with the intention of creating more local job opportunities for residents.

**Table CDE-9**

#### **Population Projections**

	<u>1980</u>	<u>1990</u>	<u>2000</u>	<u>2005</u>	<u>% Change 1980-2005</u>
Bay Area(1)	5,524,000	-----	-----	6,519,000	18%
Marin(1)	224,000	-----	-----	244,000	10%
Sonoma County(2)	299,680	364,000	440,000	475,000	58%
Sonoma Valley(2)	29,530	34,000	39,200	42,000	42%
Sonoma City(2)	6,050	7,800	10,800	12,500	100%

(1) Association of Bay Area Governments. Projections - 85.

(2) County of Sonoma - Planning Department. 1985 General Plan Projections (as of October 1985). ABAG population projec-



tions for these three geographic locations for Year 2005 are as follows:

Sonoma County: 475,950  
 Sonoma Valley: 39,700  
 City of Sonoma: 13,900

## 2. Employment and Housing

The bulk of projected jobs for the Bay Area region will occur in Alameda, Contra Costa, and Santa Clara Counties. While jobs in Sonoma County will increase by 60 percent, there will still be more employed residents than jobs, resulting in a net out-commute. Conversely, Marin County will be adding more jobs than employed residents, causing employed persons to seek housing outside the county. Within Sonoma Valley, the city of Sonoma is expected to continue to be the primary employment center; however, in 2005, the number of employed residents will slightly exceed the number of jobs, the reverse of 1985 conditions. This scenario does not consider the increase in jobs if Eighth Street East developed as an office/business park.

**Table CDE-10**

### **Projected Employment (Jobs)**

	<u>1985</u>	<u>2005</u>	<u>Net Change</u>
Bay Area	2,781,000	3,913,000	+1,132,000
Marin County	88,000	132,000	+ 44,000
Sonoma County	118,000	190,000	+ 172,000
Sonoma Valley	7,700	9,900	+ 2,200
City of Sonoma	4,600	6,000	+ 1,400

Source: ABAG, Projections '85.

Note: Sonoma County Planning Department projections for these three geographic locations for Year 2005 are as follows:

Sonoma County: 191,646;  
 Sonoma Valley: 13,942;  
 City of Sonoma: not available.

Table CDE-11

## Projected Employed Residents

	<u>1985</u>	<u>2005</u>	<u>Net Change</u>
Bay Area	2,808,400	3,812,500	+1,004,100
Marin County	124,300	150,800	+ 26,500
Sonoma County	152,800	250,100	+ 97,300
Sonoma Valley	12,800	19,100	+ 6,300
City of Sonoma	4,000	6,600	+ 2,600

Source: ABAG Projections '85.

Note: Sonoma County Planning Department projections for employed residents in the valley or city were not available at this writing. For the county in Year 2005, it projects 224,506 employed residents.

Table CDE-12

## Comparison of the Incremental Growth in Households and Potential Units

	<u>1980-2005</u>		<u>Built Units vs.</u>
	<u>Households</u>	<u>Potential Units</u>	<u>Households</u>
Bay Area	681,000	649,900	-31,100
Marin County	20,380	24,940	+ 4,560
Sonoma County	83,230	74,330	- 8,900
Sonoma Valley	---	---	---
City of Sonoma	---	---	---

Source: ABAG, Projections '85.

The preceding tables illustrate the potential for in and out commuting within Sonoma County and between Sonoma and Marin. Presently (per the 1980 Census) 51% of the city's employed residents commute out for jobs; if ABAG projections are realized, Sonoma will still be faced with an excess of employed residents who will need to commute. Currently, the majority commute within the county. Those traveling outside the county commute primarily to Alameda, Contra Costa and Marin Counties.

Although Sonoma experiences a net out-commute for jobs, it also experiences a significant in-commute. According to Metropolitan Transportation Commission (MTC) data, approximately 38% of Sonoma's jobs are filled by persons from Boyes Springs and Kenwood. This in-out commute

pattern suggests that people who can afford to live in Sonoma commute out for the higher paying jobs, while the people who have jobs in the city live elsewhere because they cannot afford housing within city limits. Continuation of this pattern will exacerbate traffic congestion on Highway 12 and 101.

Another factor which influences the city's in-out commute pattern is the low workforce participation. Currently (per 1980 Census Data), there is less than one employed resident per household. This situation reflects Sonoma's large retired population (33% of the city's total current population; the statewide average is 7%).

The jobs/housing balance will be an important issue for the future Sonoma community. Most of the existing local employment opportunities are the result of small commercial development along Napa Street. A major tenet of the 1985 General Plan effort is the active support of the development of an employment center on Eighth Street East to provide professional, higher income jobs. This would be a cooperative planning effort between the City and County which would benefit the entire Sonoma Valley.

## **E. AVAILABLE LAND**

As part of the data base for the General Plan revision, the entire Planning Area was surveyed for its development potential. Lands considered to have development potential include vacant parcels, agricultural lands, and underutilized lots (lots that are partially developed but could support additional development). This data is aggregated by traffic zones and is available at City Hall.

### **1. Residential Land Availability**

Approximately 679 acres have been developed for residential use within the City's Primary Sphere of Influence. The 1985 Plan designates an additional 843 acres for future housing development within this area. The established pattern of concentrating multi-unit dwellings on the west side of town has been maintained, although densities have been slightly increased in some areas to provide additional housing opportunities in this category.

There are several factors which will restrict the build-out potential of residential lands:

#### **a. Underutilized Parcels**

Approximately 56% of lands designated for urban uses within the Primary Sphere are partially developed and probably owner-occupied. Because of the ownership patterns, these lands will not likely be available

for development in the near term, which significantly reduces the amount of land that realistically can be developed for housing and commercial uses.

**Table CDE-13**

**% Vacant and Underutilized Lands  
Designated for Urban Uses  
Within the Primary Sphere of Influence**

	<u>Vacant</u>	<u>Underutilized</u>
City	63%	37%
Primary Sphere	38%	62%
Combined	44%	56%

-----  
Source: City of Sonoma Planning Department.  
Hillside, parkland, and agricultural  
lands not included.

**b. Small Parcel Size**

Approximately 58% of vacant lands within the Primary Sphere are less than one acre in size; within the existing city limits, approximately 77% are in that size category. Per unit costs are generally higher on smaller lots because the developer has fewer units to spread his development costs over. Thus, the provision of smaller, more affordable units will continue to be constrained by parcel size. The City acknowledges this situation and in light of the objectives in the Housing Element, will continue to seek ways of encouraging more affordable housing in Sonoma.

**Table CDE-14**

**Sizes of Vacant and Underutilized Parcels  
Within the Primary Sphere of Influence**

	<u>0-.99 Acres</u>	<u>1-2.99 Acres</u>	<u>3+ Acres</u>
City	77%	18%	05%
Primary Sphere of Influence	39%	39%	22%
Combined	58%	28%	14%

-----  
Source: City of Sonoma Planning Department. Computer printout  
of vacant lands, December 1985.



## 2. Commercial Land Availability

Approximately 99 acres are presently developed for office and retail uses within the city. The 1985 Plan designates an additional 29 acres for community serving commercial development. Given the predominance of small parcels, future commercial development is expected to be similar to the existing pattern of small offices and shops.

An opportunity for a larger, planned commercial complex has been provided at the intersection of Napa/Leveroni and Broadway, known locally as Four Corners. A special planning designation (Planned Commercial District) has been allocated to this area to promote coordinated development of individual parcels. Because of the site's distance from the valley's population center, it is considered suitable for office or non-retail commercial uses with some support retail shops. (For additional information on permitted uses at Four Corners, review the Planned Commercial District Ordinance available from the City Planning Department.)

## 3. Industrial Land Availability

Presently industrial uses in the city are limited to the Sebastiani Winery operations. The city's current land use pattern and parcel sizes do not allow further expansion of this type of use.

Historically, Eighth Street East has been viewed as the light industrial center for the valley. Unfortunately, development has occurred along this corridor without the benefit of urban services, a coherent land use plan or design guidelines. The result is a strip of unattractive, uncoordinated light industrial buildings stretching from Napa Street to Napa Road.

There are, however, opportunities for coordinated light industrial/office-business park development along the southern reaches of Eighth Street East - primarily south of Peru Street. Several large, vacant parcels are located in this area and existing light industrial uses consist of larger buildings with some landscaping. The presence of a small private airport provides additional incentive to develop this area as a coordinated business park.

Although Eighth Street East lies outside the city's intended urban expansion area, the City supports the concept of designating the area for office-business-light industrial park development. The 1985 Land Use Plan provides 232 acres for industrial development. Currently, there are 145 acres zoned for industrial uses (per County zoning). The 1985 Plan generally recognizes

existing zoning but provides some additional areas for large scale, coordinated business park development. The intention is to provide more local jobs for Sonoma residents and help reduce the out-commuting.

The City anticipates participating in the development of Eighth Street East by extending water service (if available), possibly extending fire protection services, and reviewing individual project proposal jointly with the County. The City's participation is contingent upon the preparation of a specific plan for the Eighth Street East corridor. This is recommended to ensure a high quality development, provide comprehensive planning, and develop workable solutions to known development constraints: lack of urban services (water and sewer), needed roadway improvements and flood conditions.

**Table CDE-15**

**Eighth Street East  
Light Industrial and Office Park Development**

	<u>Existing(1)</u>		<u>Planned(2)</u>		<u>Total</u>	
	<u>Acres</u>	<u>Jobs(3)</u>	<u>Acres</u>	<u>Jobs(4)</u>	<u>Acres</u>	<u>Jobs</u>
Light Industrial	210	545	114	1,111	324	1,656
Office Park	---	---	118	1,703	118	1,703
TOTAL	210	545	232	2,814	442	3,359

-----  
(1) City of Sonoma Planning Department.

(2) City of Sonoma 1985 General Plan.

(3) Traffic Survey, City of Sonoma, 1985.

(4) Based on an F.A.R. of .39 and the following employee density ratios:

Light Industrial = 25 employees/net acre;  
Office Park = 37 employees/net acre.



# CIRCULATION ELEMENT





# CIRCULATION ELEMENT

## PURPOSE OF ELEMENT

### Linkage

One of the most important components in a community is its circulation network. It provides the linkage between different land uses, facilitating access to home, shopping, jobs and recreation. Without an efficient transportation system, people in Sonoma will not be able to enjoy the advantages of living in a small community yet having easy access to San Francisco, Marin and Santa Rosa for jobs and shopping.

### Coordination

The purpose of this circulation element is to coordinate development of the city's transportation system with existing and planned land uses. The City is particularly concerned about development in three areas: the Primary Sphere of Influence, which will eventually become part of the city; 8th Street East, which may create substantial employment traffic; and the Boyes Hot Springs area, whose residents regularly travel to Sonoma for jobs and commercial services.

### Content

The Circulation Element provides the policy basis for guiding future development of the city's roadway network. A list of roadway improvements needed to resolve existing constraints is included. Tentative recommendations for future improvements are also listed but may change once the County has finalized its land use plan for the valley.

The background data for the Circulation Element includes information on existing roadway volumes, intersection capacities and levels of service; figures and diagrams depicting existing roadway volumes; and explanation of the computer model used to analyze traffic conditions for the element and a discussion of non-auto transit modes available in the city.

In addition to the data contained in the Circulation Element, the city has on file the following information:

1. Sketches of 22 intersections within the city's General Plan Study Area. These sketches depict the number and width of existing travel and turning lanes, the location and type of turning movements, the location of stop signs, the presence of curbs and gutters, the pavement condition and the presence of any major safety problems.
2. Tables providing existing turn movements and level of service for nineteen critical intersections. Turning movement volumes after mitigation (using the proposed one-way couplet system) are provided for the following intersections:
  - Highway 12/West Spain Street,
  - Highway 12/Riverside Drive,
  - West Napa Street/Fifth Street West.
3. Computer print-out sheets with the number of residential units (single and multi-unit) and employees (retail and non-retail) by traffic analysis zone.

#### **SUMMARY OF EXISTING SETTING AND FUTURE CONDITIONS**

The city's roadway system elaborates the original grid pattern established by General Vallejo in the mid 1800s (see Figure CE-1). State Highway 12 traverses the city along Broadway (4 lanes between MacArthur Street and West Napa Street) and West Napa Street (2 and 3 lanes). The combination of local, through and external traffic trips creates substantial congestion on this highway as it passes through the city limits. In addition to Highway 12, there is one other major north/south travel route in the city - Fifth Street West. This is a four-lane arterial south of West Napa Street to Andrieux Street and two lanes north south of Andrieux and north of West Napa Street.

## Travel patterns

There are four major east/west travel corridors: Napa Street, Spain Street, MacArthur Street and Napa/Leveroni Road. These carry a combination of local and non-local traffic. Traffic volumes on some east/west corridors have increased substantially due to driver diversions from West Napa. West Spain Street and Andrieux (between Broadway and Fifth Street West) are the two streets most affected by drivers attempting to avoid congestion on West Napa Street. These two streets are now being used as alternative travel corridors, although they were not originally designed for that purpose.

Another significant change in travel patterns is a steady increase in through travel from east to west (via Napa/Leveroni Road) while through travel from points south to north (via Highway 12) has been decreasing. Traffic counts indicate that nearly all of the volumes on Napa Road are due to traffic between Napa and Sonoma or Napa and Santa Rosa.

## Capacity

Presently, Sonoma's roadway system operates well below design capacity with the exception of West Napa Street between Broadway and Riverside Drive and Highway 12 north of Riverside. These links are operating at capacity. All other roadways studied as part of the city's General Plan Update have 42% or more remaining capacity (see Table CE-2).

All of the city's intersections operate below the maximum acceptable critical volume for intersections (see Table CE-3). However, there are six intersections where volumes approach maximum acceptable levels and noticeable driver delays are experienced:

- West Napa Street/Broadway;
- West Napa Street/First Street West;
- West Napa Street/Second Street West;
- West Napa Street/Fifth Street West;
- West Napa Street/Riverside Drive; and
- Highway 12 and West Spain Street.

## Planned improvements

In order to reduce congestion and driver delays, the City has procured funding for the Broadway/MacArthur traffic signal and has applied to have the traffic signals at

Broadway/West Napa Street; West Napa Street/First Street West and West Napa Street/Seventh Street West included in the State Transportation Improvement Plan (STIP). The last three signals were not included in the 1985 STIP. It is important that those signals be included in the STIP because the State of California would participate in 50% of the funding.

Future  
conditions

In evaluating the impacts of future development, estimated development of the city under the City's Growth Management Ordinance was added to development projections for the unincorporated communities of Sonoma Valley. The Growth Management scenario was selected because it most accurately reflects the City's intended rate of growth over the next two decades. City and County growth scenarios must be evaluated together because the city's circulation system is directly affected by development that occurs beyond its urban area.

To describe future growth in the unincorporated areas of Sonoma Valley, the County's best available growth estimates at the time (December 1985) were used. These estimates were based on a maximum buildout scenario for the valley. This is one of several land use scenarios the County will be testing over the next several months. Its final land use plan for the valley will not be available until mid-1986.

Using the December 1985 buildout projections for unincorporated areas and development of the city under the Growth Management Ordinance (see the following Table CE-1), it was determined that there would be approximately 40,000 two-way p.m. peak hour trips, with about 26% of these trips related to growth within the City's Primary Sphere of Influence.



Table CE-1

Year 2005 Development Assumptions  
for Sonoma Valley

<u>Area</u>	<u>Total Dwelling Units</u>	<u>Total Employment(Jobs)</u>
City of Sonoma*	5,224	4,655
Unincorporated areas**	15,116	13,175
TOTAL	20,340	17,830

---

Source: \* City of Sonoma Planning Department. Numbers based on development per the City's Growth Management Ordinance.

\*\* Sonoma County Planning Department. Numbers based on the December 1985 Specific Plan scenario for the valley. These numbers will be revised when a final land use scenario is determined for the unincorporated portions of Sonoma Valley(early to mid-1986).

**RECOMMENDED ROADWAY IMPROVEMENTS TO REDUCE  
PRESENT (1985) AND FUTURE (2005) ROADWAY  
CONGESTION**

The following roadway improvements are recommended to relieve present and future roadway congestion. It should be noted that improvements listed for future roadway conditions may be revised when the County refines its land use scenario for the valley. It should also be noted that implementation of recommended improvements for present conditions (#1 below) will require coordination and consultation between the City, the County and Caltrans.

The improvements are divided into three categories: 1) improvements to reduce present congestion on Highway 12 and West Napa Street; 2) improvements to correct present roadway conditions elsewhere in the city; and 3) improvements to accommodate future traffic volumes.

1. Improvements to Reduce Present Congestion on Highway 12 and West Napa Street

The following sets of improvement would reduce present peak hour congestion on Highway 12 and West Napa Street. Determination of the most appropriate improvement(s) must involve coordination with Caltrans, as it has ultimate jurisdiction over Highway 12. Also the County Department of Public Works and County Planning Department should be involved so that roadway improvements address valleywide traffic impacts.

Widen  
Highway 12

- A. Widen Highway 12 to four lanes from West Napa Street/Riverside Drive to the northern edge of the city limits. (If Highway 12 is only widened within the city, existing congestion problems on Highway 12 north of the city will continue.) The City can work with the County and Caltrans in determining the feasibility of this measure once the County has completed its traffic analysis of Highway 12.

Widen  
West Napa

In conjunction with widening Highway 12, widen West Napa Street to five lanes between Fifth Street West and Riverside Drive. (The fifth lane would be the existing center turn lane). This widening could be accommodated within the right-of-way acquired from new projects along West Napa Street. Additional right-of-way will need to be acquired from existing developments. Signals will be needed on Highway 12 at West Spain and West Napa/Riverside Drive.

Bypass

- B. Construct an alternate route that would attract traffic away from West Napa. A possible route which has been discussed in previous City and County general plans is the Leveroni/Arnold bypass. If

this were implemented, it could divert as much as 20-30% of existing traffic away from West Napa Street.

The above measures provide different levels of mitigation. Measure B (the alternate route) is better than Measure A because it would divert 20-30% of existing traffic from the Highway 12 corridor that traverses the city. This would be a substantial reduction of existing traffic volumes on this route. It would also continue to divert traffic in the future; thus it serves as both an immediate and future traffic mitigation. It would accomplish this without the need to improve Highway 12 or local streets in the city.

However, this alternative has been much discussed in the past at the County level and at the present time, the County does not consider it a viable alternative due to construction costs and the acquisition of right-of-way.

2. Improvements to Correct Present Roadway Conditions Elsewhere in the City

- A. Consider a right turn-lane on southbound Fifth Street West to westbound West Napa and/or a right turn-lane on eastbound West Napa to southbound Fifth Street. These measures would slightly increase the capacity of the West Napa/Fifth Street West intersection and reduce stacking; however it would only provide interim relief to one segment of the West Napa/Highway 12 corridor.
- B. Move the pole and trim the tree on the southwest corner of the East Napa Street/Fifth Street East intersection.

This will improve visibility for northbound drivers looking west.

- C. Develop solutions to traffic congestion and safety concerns at the First Street West/West Napa intersection.

3. Improvements to Accommodate Future Traffic Volumes

The recommendations listed below respond to the impacts resulting from the future buildout scenario discussed in the summary section of this element. Under that scenario, all three of the recommendations below would be needed to accommodate future traffic volumes.

These recommendations may be revised once the County refines its land use plan for the valley. If necessary, the City's Circulation Element will be amended to reflect any revisions in the recommendations below.

- A. Widen Napa Road from Broadway to the eastern edge of the City's Primary Sphere of Influence to four travel lanes.
- B. Extend the existing configuration on Broadway (4 travel lanes and a center turn lane) south to Napa Road.
- C. Signalize Andrieux at Broadway and Fifth Street West.

## GOALS AND POLICIES

The following goals and policies are based on the citywide traffic analysis conducted by Goodrich Traffic Group and concerns expressed at the Town Meetings held during the General Plan update. The issues most frequently cited at the meetings were congestion on Highway 12, traffic jams around the Plaza, lack of adequate parking in the Plaza and difficulty in turning at certain intersections.



Auto access	<b>GOAL 1:</b>	<b>COORDINATE THE CITY'S TRANSPORTATION AND CIRCULATION SYSTEMS WITH PLANNED LAND USES TO ENSURE SAFE AND CONVENIENT ACCESS TO CENTERS OF ACTIVITY IN SONOMA</b>
Bypass	<b>Policy 1:</b>	The City shall actively participate with the County and Caltrans in implementing an alternate route or other measures (traffic solutions or land use changes) to divert through traffic around downtown Sonoma.
Target volumes	<b>Policy 2:</b>	P.M. peak hour critical volumes should be kept below 1200 at critical intersections. (See Table CE-3 and discussion of service levels in the Background Data section of this element.
Development impact	<b>Policy 3:</b>	The impact of new development on Sonoma's critical intersections shall be quantified during the environmental review process. Project proponents must either mitigate the impact to an acceptable level or contribute to traffic improvements.
Off-street parking	<b>Policy 4:</b>	The City shall continue to develop additional off-street parking in the Plaza area and pursue other means (e.g. truck delivery restrictions) to reduce congestion and facilitate pedestrian access.
Priority	<b>Policy 5:</b>	Priority shall be given to those implementation measures that reduce traffic into Sonoma as opposed to those that accommodate greater traffic volumes.
Non-auto access	<b>GOAL 2:</b>	<b>ENCOURAGE A MIX OF NON-AUTO TRANSPORTATION MODES TO PERPETUATE SONOMA'S PRESENT PEDESTRIAN SCALE AND SMALL TOWN AMBIENCE</b>

Public  
transit

**Policy 6:** The City shall continue to participate with the County and other agencies in accommodating transit services to Sonoma residents.

Bikeways

**Policy 7:** New development shall provide the right-of-way for bikeways designated by the City's Bikeway Plan. Where no bikeway is officially designated, the feasibility of providing additional connections shall be evaluated.

#### IMPLEMENTATION PROGRAMS

Roadway  
improvements

1. Evaluate and select the appropriate roadway improvements outlined on pages of the Circulation Element. Selection of any measure to relieve congestion on West Napa Street/Highway 12 will require consultation and coordination between the City, the County and Caltrans.

Responsibility: The City, in conjunction with the County and Caltrans

Off-street  
parking

2. Continue implementing the City's program to provide additional off-street parking within the Plaza area. To facilitate this process, re-examine potential sites, determine approximate number of spaces each could provide, prepare a location map, assign leasing/acquisition priorities to each parcel and begin negotiations accordingly.

Responsibility: City staff

Bikeway/  
Pathway plan

3. Annually review the City's Bikeway/Pathway Plan to determine its adequacy in connecting residential, commercial and recreational areas. Particular attention should be given to providing linkages with the County's bikeway system and the new regional park at Maxwell Farms. Priorities should be set for the con-

struction of individual bikeways.

Responsibility: City staff in conjunction with the Planning Commission.

4. Investigate the possibility of additional measures to control commercial traffic and tourist buses in the city.

Responsibility: City staff

5. Investigate the possibility of conducting a Traffic Safety Study focused on the problems created by the Sonoma Valley High School. The study should be conducted jointly with the Sonoma Valley Unified School District and Caltrans.

Responsibility: City staff





**BACKGROUND DATA FOR THE CIRCULATION ELEMENT**



## **A. INTRODUCTION**

The following sections provide detailed statistical data on the city's existing and proposed roadway system. The traffic engineering firm of Goodrich Traffic Group was retained to conduct this traffic analysis. Its transportation engineer, Mr. Ben Choate, was the project manager and principal investigator for this circulation study.

As part of this study, a traffic computer model was employed to forecast the impact of the 1985 General Plan, the impact of development occurring outside the city, and needed improvements. This computer model is the same system employed for the Sonoma Valley Traffic Corridor Study; thus, the two systems are interfaced to achieve a comprehensive understanding of existing and future traffic conditions in the Valley. This is a first of its kind for the Valley and will be an extremely valuable tool for determining appropriate levels of future development in various sections of the Valley.

As part of the City's General Plan Update, growth within the City's Primary Sphere of Influence was evaluated in conjunction with projected growth in the Valley to determine cumulative roadway impacts. In order to complete the work for the City's General Plan within the allowed time-frame, County forecasts based on a maximum development scenario were used.

This scenario will be refined as part of the County's General Plan Update but figures will not be available in time to incorporate them into this document; however, when the figures are available, the discussion of future roadway impacts in the City's Circulation Element will be reviewed. If necessary, the element will be amended to reflect more accurate data and new conclusions about future roadway impacts and needed roadway improvements.

## **B. HOW THE MODEL WORKS**

To evaluate traffic impacts associated with future land use changes on the City of Sonoma, a computerized traffic modeling process was used. The model reports, link by link, directional peak hour volumes generated by land uses within the study area, traffic beginning or ending within the study area and traffic passing through the study area. The transportation modeling process is essentially a series of mathematical relationships which simulate travel behavior from socio-economic and transportation system data. Because of the many calculations involved, the processes are computerized for ease of use.

Using a forecast model has several advantages over the more tedious manual method. First, the results are more accurate; second, the savings in man hours equates to a major cost

savings; and third (and most importantly), the model is a lasting tool which provides city planners with a means to accurately assess the traffic impacts from any land use configuration on any link within the circulation system. (The model can be run on any IBM/PC or IBM compatible computer.)

Before the model can predict future traffic distributions, it must be calibrated; that is, it must be made to produce existing volumes on the network links (streets) as they actually occur. In order to calibrate the model, the number of employees and the number of dwelling units within the study area and a description of the street network serving the study area is entered into the computer. Using these two elements, the modeling process can predict traffic level changes on the street network resulting from different land use configurations.

The following paragraphs provide a detailed description of the modeling process used in the Sonoma Valley Traffic Study. The City of Sonoma was part of this study, and the conclusions drawn from the analysis were incorporated into the Circulation Element of the City's 1985 General Plan.

1. The study area for the model (Sonoma Valley) was divided into traffic analysis zones (TAZs). There were 157 internal and 7 external traffic zones; 83 of the 157 internal zones are in the City of Sonoma's General Plan Study Area. A large-scale base map delineating the 157 TAZs was prepared.
2. The total number of single-family and multi-family dwelling units and retail and non-retail employees was obtained for each traffic analysis zone. These data were needed to estimate the total trip generation within the study area. They were summarized and entered into the model.
3. The traffic network (street system within the study area) was defined and a base map prepared. The entire network was physically examined to determine hourly capacity based on such physical characteristics as the number and width of lanes, the presence of driveways and pavement conditions. The distance along each link was measured and speed trials on the entire network were conducted to determine average off-peak speeds on each roadway link. The existing one-way peak hour volumes for each link were also obtained by manual counts and other sources and plotted on the base map. These data were summarized and prepared for input into the model. The study area for the model contains 410 links or street segments.
4. Critical intersections were identified and peak hour turn movement counts were obtained to determine current total critical volumes. This information was needed to



determine existing level of service at the various intersections. Nineteen critical intersections were studied within the City's General Plan Study Area.

5. Each intersection in the network (called a node) was assigned a number; network links (the roadway segments between two intersections) were defined by two node (intersection) numbers. This information was transferred to the base maps. The network description (as defined by the node numbers, distance, speed, and capacity) was entered into the computer model and saved on a floppy disk.
6. Using the traffic zone data as input (i.e., dwelling units and number of employees), the computer model calculates existing p.m. peak hour trip generation in three categories: home based to work; home based to other (e.g., shopping or services); and non-home based trips (where neither end is based at home).

The resulting data, called productions and attractions, tells which areas produce trips and which areas attract trips. At this stage the raw total of production and attractions within the study area (trips internal to the study area) is known.

7. Next, using both the network description and the production and attractions files as input, the model computes the minimum travel time path between each and every traffic analysis zone along the network and distributes the trip interchanges between the zones (home base to work, home based to other, and non-home based) according to two criteria: a) minimum travel time; and b) relative attractiveness. This distribution formula is called the gravity model.

The factors used in trip generation and distribution split are derived from Quick Response System data and reflect common travel patterns in California communities similar to Sonoma. Small differences in these factors would not change the end product because the significance of the difference is compensated by other steps in the modeling process. If the final accuracy of a computerized forecast model process is between +20 and -20 percent of actual conditions, it is regarded as an accurate forecast for planning purposes.

8. The trips generated in Step 6 and distributed by Step 7, were assigned to the network in increments (determined by the planner) based on minimum travel time. New minimum travel time paths were calculated after each increment loading, based on a volume-to-capacity ratio. The closer the volume gets to the capacity of a particular link, the slower the speed and travel time over that link becomes

until such time as drivers find an alternate route that is faster. In this way, the model reflects actual driver travel patterns.

The above paragraph describes internal trips only; external and through trips are handled as special cases. Through trips (trips which neither begin nor end in the study area) are estimated and assigned between cordon points outside the study area. Estimates of external trips (trips that begin or end in the study area) were derived from turning movements and the license plate survey conducted by the County. Both through and external trips were input into the model directly. These trips were then overlaid onto the network according to the minimum path between external cordon points of entry and exit.

9. After Step 8, the model's many parameters were fine tuned. At this point, the model was considered calibrated; that is, the model is able to mathematically represent actual events on the study area's circulation system.
10. The final step in the process is forecasting. This step is what the model is really all about. The user inputs any projected land use data or circulation changes and the computer will generate the associated directional peak hour volumes on each link of the network. There is not limit to the diversity or number of trial runs which may be tested. Each computer run done for the City's General Plan Update took about 2.5 hours on an IBM/PC.

## C. THE EXISTING NETWORK

### 1. Types of Roadways

There are four types of roadways in the Sonoma Planning Area:

Arterials: carry traffic volumes to and from highways; usually have controlled intersections.

Collectors: carry a major portion of in-town traffic and channel it to the arterials.

Local  
Streets: carry local residential traffic to collectors; usually developed with curbs, gutters and sidewalks.

Rural: carry traffic in the outlying districts; generally do not have curbs, gutters and sidewalks.

## 2. Traffic Distribution

Figure CE-1 illustrates the current p.m. peak hour travel patterns within the study area. For purposes of the general plan study, weekday p.m. peak hour volumes were selected for analysis because more traffic trips are generated during this time than any other period. It is acknowledged that during summer weekend days, traffic volumes are occasionally 20 percent higher than average; however, to design a roadway system to accommodate these periodic high traffic levels would be inefficient from a design perspective because the road capacity would be underutilized on most days. It would also be an inefficient use of funds.

The volumes in Figure CE-1 represent several different kinds of traffic trips: local trips which begin and end within the study area; external trips which begin in the study area and end outside or vice versa (begin outside and end inside); and through trips which begin and end outside.

From Figure CE-1 it can be clearly seen that the highest volumes occur along West Napa Street. This is due to the merging of local, external and through traffic trips. Based on analysis of turning movement counts at 65 intersections in the Valley, at least 50 percent of these volumes are through or external commute traffic.

About 25 percent of through traffic is between Napa and Santa Rosa. Traffic counts on Napa Road, east of Broadway, indicate that nearly all the volume on this roadway is traffic between Napa and Sonoma, or Napa and Santa Rosa. This travel pattern has been steadily increasing over the last five years while travel through the city from points south has been decreasing.

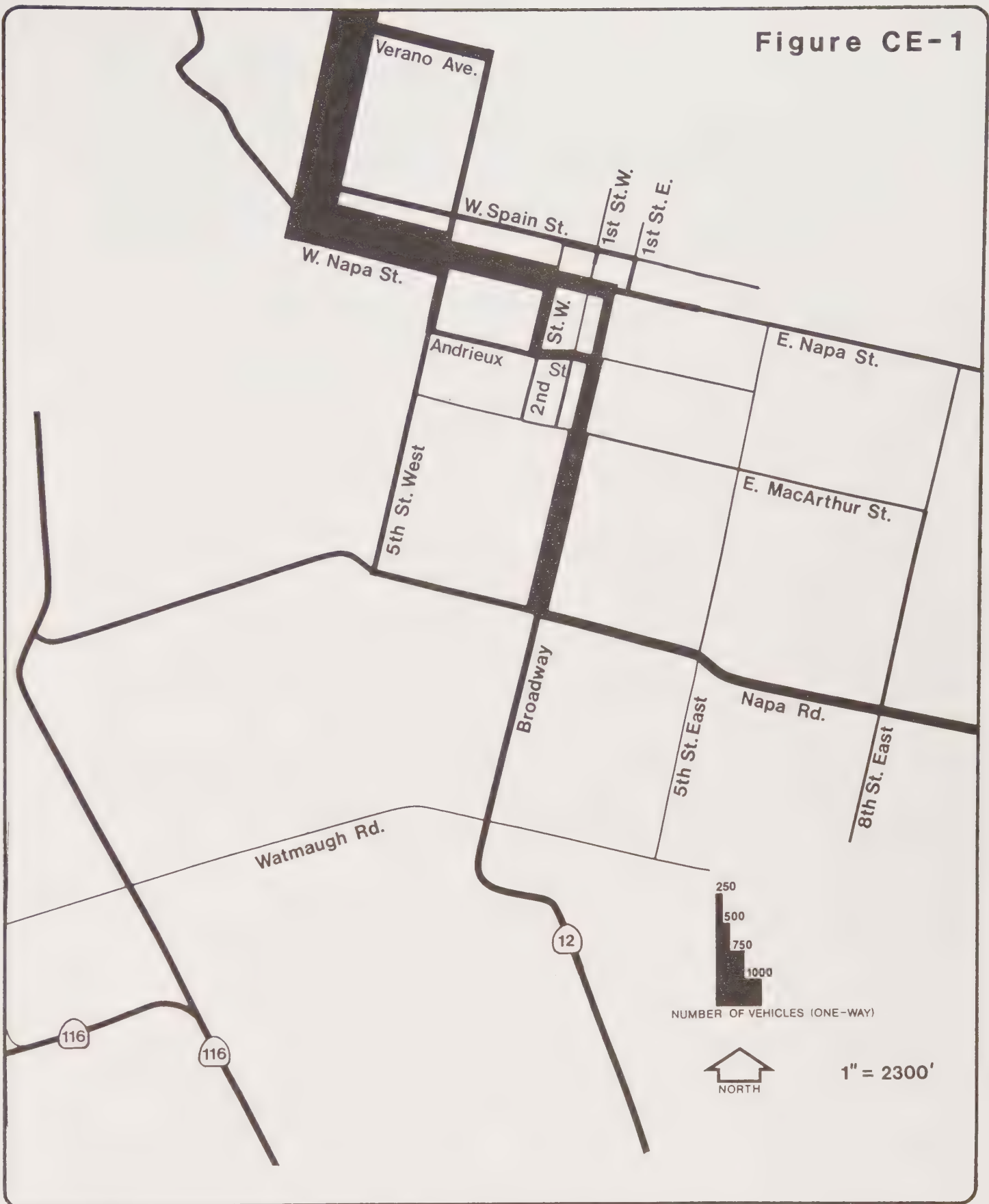
Figure CE-1 also indicates a fair amount of traffic along several local residential collectors: West Spain, Fifth Street West, and Andrieux. This is due to drivers diverting around West Napa to avoid congestion. West Spain has been particularly impacted; volumes have almost doubled in the last 10 years due to driver diversion (although the collectors are still well below capacity). While driver diversion has not seriously impacted available roadway capacity on West Spain, Fifth Street West, and Andrieux, the increased traffic volumes do affect residents who live along these collectors.

There is considerable automobile congestion in the Plaza area due to the constant interruptions in traffic flows caused by pedestrians and drivers searching for parking spaces. Also, trucks must double park to load and unload as rear access to many of the Plaza businesses is not available.





Figure CE-1



CITY OF SONOMA  
1985 GENERAL PLAN

SONOMA PLANNING & BUILDING DEPT.  
BRENDA GILLARDE, CONSULTANT

## EXISTING ONE-WAY\* PEAK HOUR TRAFFIC VOLUMES

\* Most Heavily Traveled Direction

Source: Goodrich Traffic Group



### 3. Existing Volumes; Levels of Service and Capacity

Table CE-2 and Figures CE-2 and CE-3 describe the City's circulation system by street segment, type of roadway, one-way p.m. peak hour volume, and estimated capacity. All roadways within the city operate well below design capacity except for West Napa, between Broadway and Riverside; and Highway 12, north of Riverside Drive.

Actual capacity of a circulation system is determined at critical intersections. Traffic capacity almost always refers to hourly capacity. Intersections are designed for the 30th highest hour of traffic of the year (peak hour). Maximum traffic capacity is defined as the maximum number of vehicles that can pass through a certain point or intersection in one hour. Traffic capacity is a physical measure determined by the number of traffic lanes rather than such control devices as traffic signals.

When the peak hour demand level of traffic is compared to the capacity of the intersection, the results may be expressed as a level of congestion. One way to measure the level of congestion is to compute the total critical volumes. Total critical volumes are opposing volumes (e.g., through movements versus a left turn movement on a north/south approach plus the same type of movements on the east/west approaches), divided by the number of lanes available for those movements.

The analysis of total critical volumes can predict intersection operating conditions (level of congestion) in terms of three capacity levels: below, near, and over capacity. For each level the sums are:

<u>Sum of Critical Volumes</u>	<u>Capacity Level</u>
0 to 1200	Below
1201 to 1400	Near
Over 1400	Over

---

Source: 1985 Highway Capacity Manual. Transportation Research Board. National Research Council.

This three level scale replaces the V/C ratio, associated scales and descriptions of the six level A-F method that was in the 1965 Highway Capacity Manual. The new three level scale only applies to intersections; the six level A-F method still remains in effect for mid-block roadway sections.

Maximum hourly capacity (1,400 vehicles per total number of lanes available for critical movements) represents the upper limit after which no more vehicles per lane could get through the intersection in an hour. When the sum of total critical volume nears this level, the intersection becomes very congested, with long traffic backups on all the approaches and excessive driver delay. Intersections are usually designed to keep the maximum total critical volume below the 1,200 level, which represents the maximum acceptable driver delay for cities similar in size to Sonoma.

For the City's General Plan study, 19 intersections were evaluated (see Table CE-3). These intersections are considered the key intersections within the city's circulation system and, as such, determine the system's overall capacity. Traffic counts were taken to provide updated information on the actual operation of these intersections.

Table CE-3 lists the 19 intersections studied and the existing p.m. peak hour critical volume for each. As indicated earlier, total acceptable critical volume for intersections in the City of Sonoma is 1,200. The table indicates six intersections where the total critical volume is approaching the maximum acceptable standard of 1,200 and driver delays are experienced:

- West Spain/Highway 12;
- West Napa/Riverside (Highway 12);
- West Napa/Fifth Street West;
- West Napa/Second Street West;
- West Napa/First Street West; and
- West Napa/Broadway.

Traffic congestion along West Napa is due to its dual role as a major commercial corridor within the city and as the primary travel route through town. It is part of the Highway 12 corridor, which serves as the major link between Sonoma and Santa Rosa.

Because of the constant high traffic volume on Highway 12 during the peak hours, it is difficult for drivers to turn left to or from West Spain. At times, backups occur in and beyond the southbound left turn lanes on Highway 12 blocking the southbound through traffic.



Table CE-2

## Street Characteristics and Capacity

Street Segment	Type	Lanes	R/W	-----One-Way-----	
				Capacity(1)	Peak Hour Volume(2)
<b>WEST NAPA ST:</b>					
Riverside to 4th St. W.	Art.	3	90 (3)	950	1,100
3rd St. To 2nd St. W.	Art.	3	90 (3)	950	800
Elsewhere	Art.	2	N/A	650	700
<b>EAST NAPA ST:</b>					
1st St. E. to Spain St.	Coll.	2	55-60	700	230
<b>W. SPAIN ST.:</b>	Coll.	2	55-60	650	300
<b>1ST ST. W.:</b>					
Napa St. to Spain St.	Art.	2	N/A	500	200
<b>1ST ST. E.:</b>					
Napa St. to Spain St.	Art.	2	N/A	500	220
<b>2ND ST. W.:</b>					
W. MacArthur to W. Napa St.	Res. Coll.	2	50-80	700	400
<b>5TH ST. W.:</b>					
W. Napa to Andrieux	Art.	4	60-70	2,400	460
Andrieux to Bettencourt	Art.	3	60-70	1,200	250
Bettencourt to Napa Rd.	Res Col.	2	N/A	700	220
W. Napa Rd. to Verano	Res Col.	2	N/A	700	280
<b>ANDRIEUX ST.:</b>	Res.	2	N/A	700	400
<b>HIGHWAY 12:</b>					
Rte 121 to Watmaugh Rd.	Art.	2	---	750	350
Watmaugh to Malet St.	Art.	2	---	700	360
Malet Str. to MacArthur	Art.	3	110	1,000	640
MacArthur to W. Napa St.	Art.	5	110	2,700	500
Riverside to North	Art.	2	60	700	1,050
<b>NAPA ROAD:</b>					
8th St. E. to Broadway	Art.	2	60-70	900	485

**Tabel CE-2 (Continued)**

				-----One-Way-----	
Street Segment	Type	Lanes	R/W	Capacity(1)	Peak Hour Volume(2)
<hr/>					
<b>LEVERONI RD:</b>					
Broadway to 5th St. W.	Art.	2	55-60	1,000	325
5th St. W. to Arnold Dr.	Art.	2	N/A	1,100	280
<b>ARNOLD DRIVE:</b>					
Watmaugh to Leveroni Rd.	Art.	2	N/A	1,200	300
<b>W. MACARTHUR:</b>	Res Coll.	2	55	700	140
<b>E. MACARTHUR:</b>					
Broadway to City Limits	Res Coll.	2	55	700	130
City Limits to 8th St. E.	Res Coll.	2	N/A	500	110
<b>5TH ST. EAST:</b>					
E. Napa St. to Napa Road	Res.	2	55	670	80
Napa Road to E. Watmaugh	Rural	2	N/A	500	30
<b>VERANO AVENUE:</b>	Res.	2	N/A	500	200

-----  
Source: Goodrich Traffic Group, 1985.

- (1) Hourly one-way capacity at level of service C.
- (2) One-way volume in the heavier traveled direction.
- (3) Ninety foot right-of-way being acquired per established setback line.

Table CE-3

P.M. Peak Hour Critical Volume At Key Intersections

Intersection	Sum of Existing Critical Volume
E. Napa St./Fifth St. E.	268
E. Napa St./First St. E.	574
W. Napa St./Second St. W.	1,005
W. Napa St./Fifth St. W.	1,134
W. Napa St./First St. W.	725
W. Napa St./Broadway	771
W. Napa St./Riverside Dr.	980
W. Spain St./Highway 12	940
W. Spain St./First St. W.	497
E. Spain St./First St. E.	300
W. Spain St./Second St. W.	380
Fifth St. E./E. MacArthur St.	205
Fifth St. E./Napa Road	425
Fifth St. W./W. MacArthur St.	304
Fifth St. W./Leveroni Road	529
Fifth St. W./Andrieux St.	636
Broadway/Napa Road	834
Broadway/Andrieux St.	502
Broadway/MacArthur St.	786

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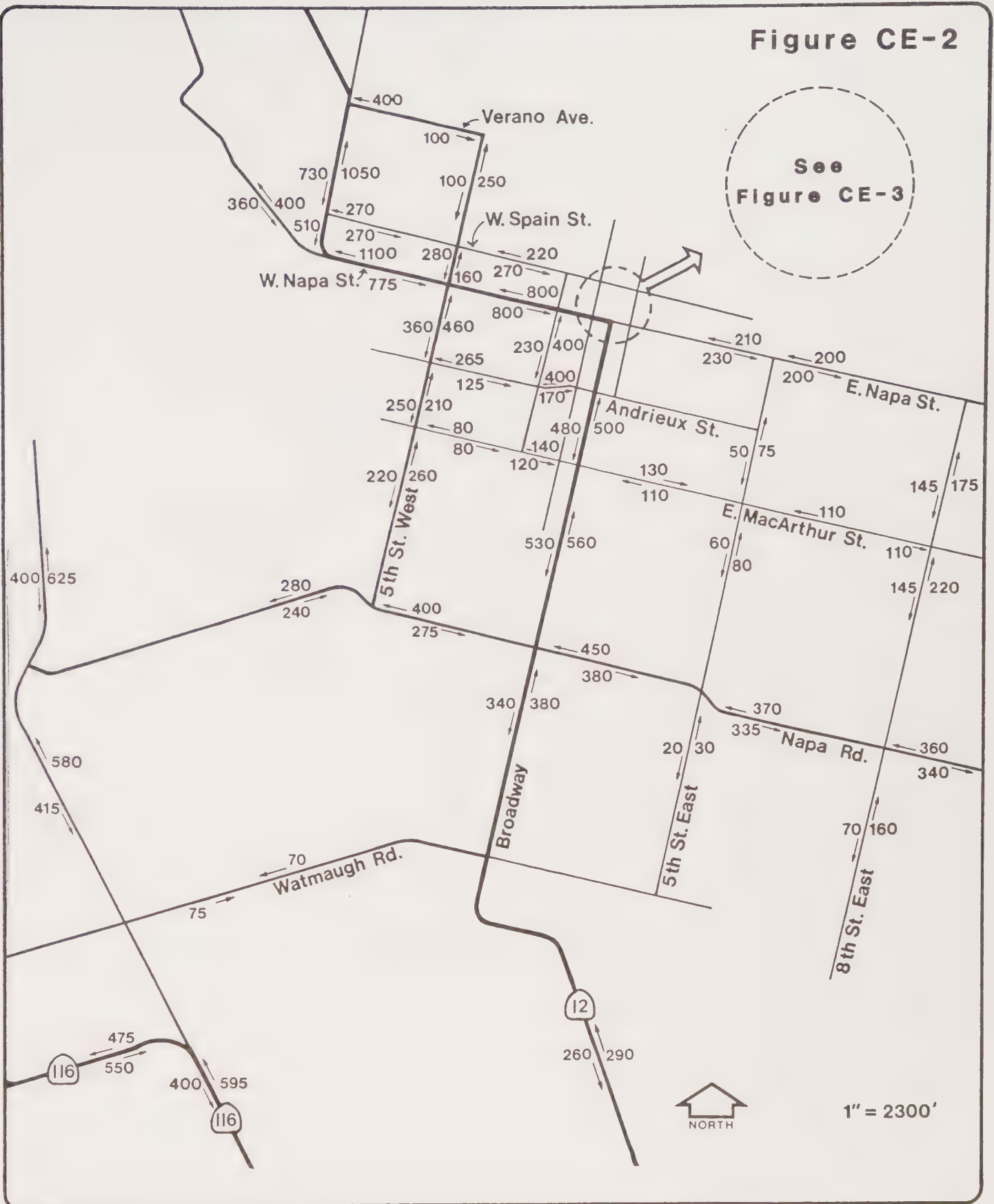
Source: Goodrich Traffic Group

Note: Maximum acceptable critical volume for the City of Sonoma is 1,200. Critical volume beyond this level results in unacceptable driver delay.





Figure CE-2



CITY OF SONOMA  
1985 GENERAL PLAN

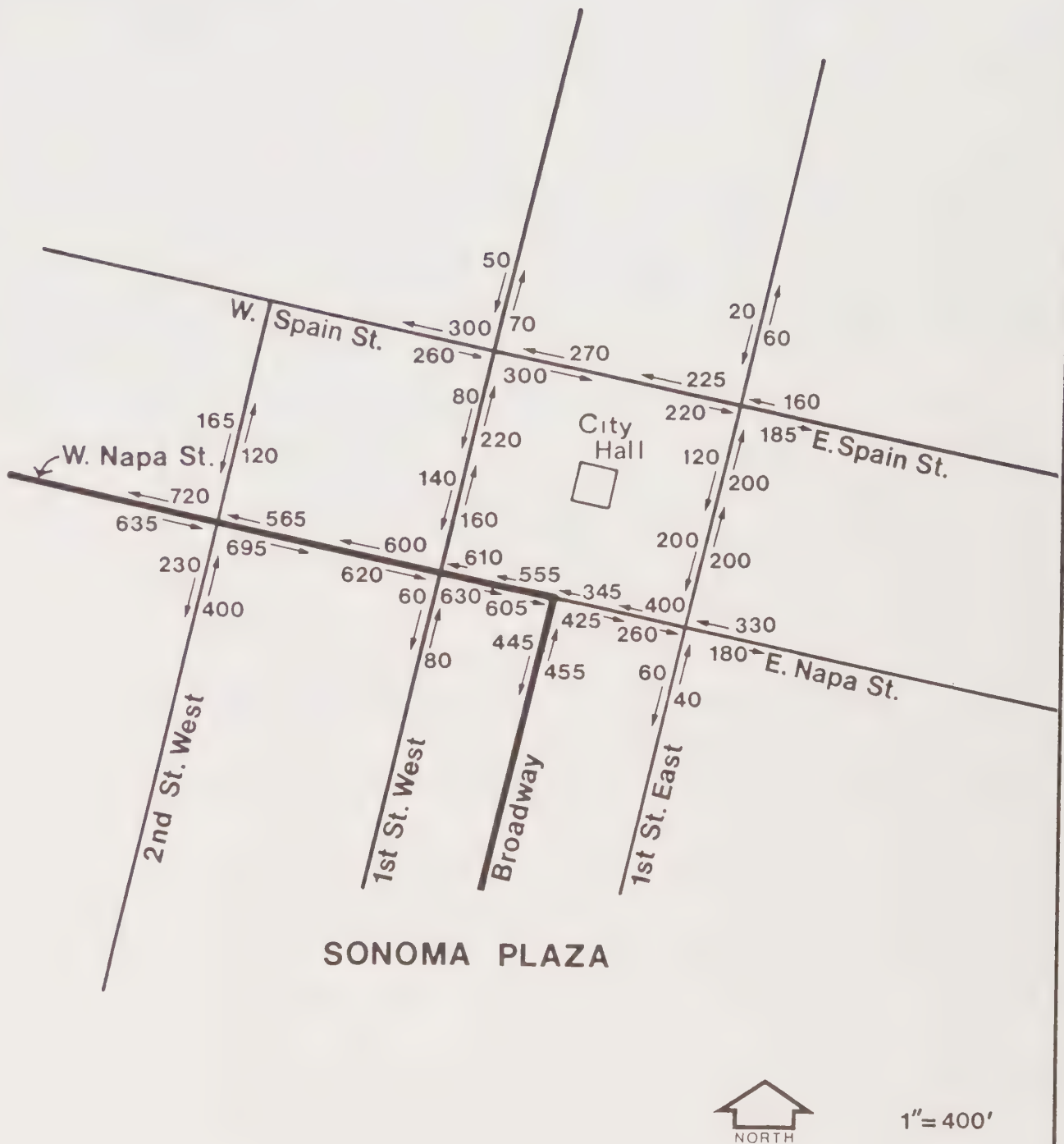
SONOMA PLANNING & BUILDING DEPT.  
BRENDA GILLARDE, CONSULTANT

# EXISTING P.M. PEAK HOUR TRAFFIC VOLUMES

Source: Goodrich Traffic Group



Figure CE-3



CITY OF SONOMA  
1985 GENERAL PLAN

SONOMA PLANNING & BUILDING DEPT.  
BRENDA GILLARDE, CONSULTANT

## PLAZA AREA: EXISTING P.M. PEAK HOUR TRAFFIC VOLUMES

Source: Goodrich Traffic Group





#### 4. Parking Demand and Availability

Currently, there is a parking shortage in the Plaza area. As a result, drivers during peak demand periods mill about trying to find parking spaces. This slows through traffic around the Plaza and creates traffic congestion, which in turn contributes to conflicts between vehicles and pedestrians.

The existing minimal off-street lots are not visible and signing is inadequate to direct unfamiliar drivers. The City has a program to acquire land and develop off-street parking lots to serve the downtown area as funding becomes available. Under this program, the City recently leased property behind Casa Grande and plans are underway to improve it as a public parking lot.

#### 5. Alternative Transportation Modes

Currently, there are a number of public and private transportation companies that provide non-auto transport for local residents. They are divided into two categories: bus service and dial-a-ride services. Each service within the two categories is briefly described below.

##### BUS SERVICE

##### a. Sonoma County Transit provides two routes:

Route 40 - Sonoma to Petaluma - Monday thru Friday  
Route 30 - Sonoma to Santa Rosa - Monday thru Saturday

##### b. Care-A-Van provides service between Sonoma, El Verano, and Agua Caliente - Monday thru Friday.

##### c. The Airporter provides service from Sonoma to San Francisco International Airport - seven days a week.

##### d. Greyhound has regular stops in Sonoma - seven days a week.

##### e. Club Buses serving San Francisco, Marin, and Mare Island periodically pick up and drop off commuters in Sonoma during weekday commute hours.

##### DIAL-A-RIDE SERVICES

##### a. Care-A-Van provides service off its normal route on Tuesdays and Fridays. Advance reservations are required and priority is given to seniors, disabled persons, and persons traveling to medical appointments.

- b. F.I.S.H. is a volunteer service which provides transportation for medical appointments, social security appointments, and emergencies. Advanced notice is preferred.
- c. Volunteer Wheels provides transportation for medical and other necessary trips within Sonoma County or to San Francisco. Seventy-two hours advance notice is necessary.

Volunteer Wheels also has a shopping van to Santa Rosa for persons 55 or older, or handicapped persons. It is available on Fridays only, and reservations are necessary.

- d. American Ambu-Van provides non-emergency transportation for handicapped, wheelchair-bound and gurney-bound persons. It is available by reservation and fares are charged.



# HOUSING ELEMENT





# HOUSING ELEMENT

## PURPOSE OF ELEMENT

The Housing Element, one of the seven required General Plan elements, assesses the housing needs of the community, establishes goals and policies for meeting those needs, quantifies the number and type of units required and recommends various programs to facilitate construction of the housing types most needed by the community.

The scope and content of the Housing Element is governed by State law. According to Government Code 65581, the intent is to ensure that local governments acknowledge their responsibility in making a fair share contribution toward meeting regional housing needs. The law recognizes that planning for future housing needs is more effective at the local level; thus, individual Cities and Counties are responsible for developing specific housing programs which meet local, and subsequently, regional housing needs.

### Mandated topics

The topics that must be addressed in a housing element include an assessment of the existing housing stock, an analysis of housing demand, the availability of suitable building sites, the ability to pay versus current market prices, identification of local constraints to housing production, opportunities for energy conservation and the effectiveness of the existing element in meeting community housing needs. In addition, the element must contain goals, policies and quantified objectives directed toward meeting identified housing needs; programs for the actual development of housing; and a five year schedule of actions.

The first portion of the City's Housing Element contains goals, policies, quantified housing objectives and implementation programs. This is followed by a

section containing the background data required by law and other support information used in developing the policies and housing targets for the element.

#### **SUMMARY OF EXISTING SETTING AND FUTURE NEEDS**

##### **Housing stock**

Sonoma's present housing stock is dominated by single-family dwellings which are 77 percent owner occupied. Sonoma households are small (2.13 persons) partly due to Sonoma's high percentage of persons over 65 (33 percent of the total population).

##### **Income levels**

The distribution of Sonoma's population by income levels is weighted at both ends of the spectrum. Approximately 33 percent earn \$33,960 (above moderate income) and above, and 30 percent earn \$14,150 or less (very low income). (See Table HE-17). While the figures suggest a substantial portion of the population is in the very low income category, it is likely that many of these people are retired and not dependent on annual income for their livelihood.

##### **Housing costs**

Despite the relatively high proportion of persons earning above-moderate incomes (+\$33,960), housing costs in Sonoma still substantially exceed what people can afford (according to HUD's definition of "affordable;" see Tables HE-19 and HE-20). While this situation is not uncommon in the Bay Area, it does make it difficult for people to move into the community as first time home buyers.

##### **Vacancy rates**

In addition to high housing costs, Sonoma's housing market is also constrained by a very low vacancy rate for rentals (3.77 percent compared with an ideal of 6 percent). This is somewhat offset by an acceptable vacancy rate of "for sale" units (2.4 percent compared with an ideal of 3 percent), but the overall vacancy rate is expected to remain low due to the City's growth management policy, lack of larger sized parcels for development and continued desirability as a place to live.

## Housing needs

From the information above and that contained in the background section, four specific housing needs have been identified for Sonoma:

- More affordable units for all income groups.
- Sufficient housing to accommodate Sonoma's elderly and retired population.
- Smaller units that would be attractive to single persons or young families.
- More rental units.

## Housing targets

In terms of the actual number of units needed inside the city for the period 1980-1990, the County projects 582 affordable units and 300 market rate units for a total of 881 units. Between 1980-84, 83 affordable units and 358 market rate units have been built, leaving a 1985-1990 allocation of 499 affordable units and no market rate units. (See Table HE-16).

It is important to note that the above numbers are based on the County's projected population figure for the city of Sonoma in the Year 2005 - 12,500 persons. This is higher than what the city's actual growth rate would be under the Growth Management Ordinance (10,850 persons). Assuming the ordinance remains in effect, the County's projected housing allocations for Sonoma are high.

It should also be remembered that the above allocations do not mean that Sonoma cannot build additional market rate units; it shows that the allocation for this type of unit has been met, while the allocations for low and moderate income housing remain unfulfilled. Projected housing allocations are intended as targets, not absolute numbers to be constructed. The law requires that such targets be set and that a good faith effort toward achievement be demonstrated.

In planning for the city's future housing needs, an equitable distribution of housing types will be critical, as the

total number of units built will be influenced by local planning factors and general market conditions. Provision of different types of single-family homes (e.g. zero lot line homes), more rental units and continued use of available funding programs will help balance housing needs in Sonoma.

In pursuing the goals, policies, and implementation programs of this Housing Element, Sonoma will work to promote equal housing opportunities for all its citizens, present and future, regardless of race, creed, sex, marital status or national origin.

### **GOALS AND POLICIES**

The following goals and policies reflect identified housing needs in the city of Sonoma and concerns expressed at the General Plan Town Meetings. These concerns focused on housing for the elderly, young families and single professionals. It was also expressed that the highest quality design and construction be required and the integrity of existing single-family neighborhoods maintained.

Variety

**GOAL 1: ASSURE A VARIETY OF HOUSING TYPES AND COSTS TO MEET THE EXISTING AND PROJECTED HOUSING NEEDS OF ALL ECONOMIC SEGMENTS OF THE COMMUNITY**

Targets

**Policy 1:** The City will strive to increase the supply of affordable housing by 197 units by 1990. Affordable is defined as housing that can be purchased or rented by persons in the very low, low and moderate income groups and assumes they do not spend more than 30 percent of their gross monthly income for rent or mortgage payments. (See Tables HE-19 and HE-20).

Incentives

**Policy 2:** The City shall continue the following existing incentive programs to encourage the construction of affordable housing:



- Density bonuses,
- Priority processing,
- Consideration of fee write-downs.

Second units	<b>Policy 3:</b>	The City will allow construction of second units provided they meet the requirements established by Ordinance #85-7, as amended.
Manufactured housing	<b>Policy 4:</b>	The City will allow manufactured and pre-constructed housing in all residential areas provided it meets applicable zoning and building requirements.
Rental units	<b>Policy 5:</b>	The City will encourage the development of well-designed rental units. Conversion of rental to ownership units will only be allowed if the vacancy rate for rentals is at least 6 percent and 25 percent of the units will be available to low and moderate income households.
Housing programs	<b>Policy 6:</b>	The City shall continue to utilize State or Federal housing programs which will result in the construction and/or availability of additional affordable or assisted housing units.
Balance	<b>GOAL 2:</b>	<b>BALANCE HOUSING DEVELOPMENT WITH ENVIRONMENTAL PROTECTION AND THE PRESENT SMALL SCALE, COUNTRY CHARACTER OF SONOMA</b>
Rehabilitation	<b>Policy 7:</b>	The City shall encourage rehabilitation of existing structures which are historically or architecturally significant.
High density	<b>Policy 8:</b>	Higher density housing should be located near major commercial centers and should be accessible to public transportation and major thoroughfares.

## Conservation

**Policy 9:** Energy and water conservation features should be incorporated into residential developments whenever feasible.

## HOUSING ACTION PROGRAM

The City will utilize the following sources to help produce affordable units during 1985-1990. The number of units targeted represents a 15% increase over the number of units provided by these methods during the past 5 years. An attempt has been made to set tangible targets based on the availability of funding sources, the city's probable growth rate under the Growth Ordinance (rather than County population projections), and the City's real ability to provide affordable units in Sonoma. Programs A through D would produce new units; programs E and F represent existing units and units approved but not built.

Program	Target Number of Units
A. Community Development Block Grant Administrator: City	21
B. Tax Increment Revenue Administrator: City Community Development Agency	50
C. Second Units under City Ordinance #85-7 Administrator: City Planning Department	12
D. The City's Density Bonus Program Administrator: City Planning Department	<u>58</u>
Sub-Total	141
E. Housing and Urban Development Section 8 Rental Assistance (existing units now under program) Administrator: County Housing Authority	(8)*

Program	Target Number of Units
F. Existing Commitments (units approved but not yet built; assumes they are built over the next 5 years).	<u>56</u>
Sub-Total	56
TOTAL	197

- \* No additional units targeted as program is steadily being cut back. These units were not included in the total number of target units as they already exist.

### IMPLEMENTATION PROGRAMS

1. Implement the Housing Action Program outlined on page HE-6.

Responsibility: City

2. Develop a financial plan for Redevelopment Agency monies generated by tax increment financing and earmarked for development of low and moderate income housing. The purpose of the plan would be to determine how the funds should be allocated to maximize provision of affordable housing.

Responsibility: City Community Development Agency

3. Review the City's zoning and building ordinances to identify any inconsistencies with housing element goals and policies. The review could consider smaller lots, zero lot lines, and smaller acreage minimums for PUD's. Present findings to the Commission and Council for discussion and possible amendments.

Responsibility: City planning staff

4. Develop an information packet on project processing to assist developers through both formal and informal review procedures. The following information could be included:

- a. An inventory and map of available residential sites within the City's Primary Sphere of Influence, including zoning and acreages.
- b. A list of review steps and required application forms for the following project applications:
  - 1) inside city limits and in conformance with current zoning;
  - 2) inside city limits and not in conformance with current zoning;
  - 3) outside city limits, within the Primary Sphere and in conformance with current General Plan land use designation.
  - 4) outside city limits, within Primary Sphere and not in conformance with current General Plan land use designation.
- c. A list of available programs and incentives to construct affordable or assisted housing in the city.
- d. A list of project conditions which would require an initial environmental assessment or an impact report and a description of the environmental review process, what is required and ways the developer can expedite the process.
- e. A checklist that could be used to evaluate a project's conformance with General Plan policies.

Responsibility: City planning staff

- 5. Record and monitor, on an annual basis, the number of affordable units approved and/or built and compare to housing targets (see Housing Policy 1 and Implementation Program 1). Re-



evaluate implementation programs and determine if changes are needed to better achieve stated housing policies.

Responsibility: City planning staff

6. Update the vacant land inventory annually. Categorize lands by General Plan designation, zoning and whether vacant or underutilized.

Responsibility: City planning staff

7. Review and update the Density Bonus Program to ensure compatibility with the Housing and Community Development elements. Consider codifying it as an ordinance.

Responsibility: City planning staff



## BACKGROUND DATA FOR THE HOUSING ELEMENT





## SUMMARY

Due to the length and technical nature of the Housing Element Background Data section the following summary is provided as a brief outline of its contents and findings. The summary headings correspond to the section chapters.

**A. Population Characteristics:** As of July 1985, there were 6,854 persons in the City of Sonoma. The population is older and largely white, with a preponderance of women (see Tables HE-1 - HE-3). This pattern is expected to change very little over the next 5 to 10 years. The city's 1980 per capita income (\$9,123) and poverty rate (10%) were comparable to Sonoma County as a whole (see Tables HE-4 and HE-5).

**B. Household Characteristics:** The city had 2,752 households in 1980, with an average size of 2.13 (see Table HE-6). Household sizes have shrunk and will continue to decline (see Table HE-7). Two-thirds of the city's households were family households; 53% of Sonomans were living in owner occupied single family detached units; and renters composed about one-third of all households (see Table HE-9).

**C. Housing Stock Characteristics:** In 1980, the city's housing stock numbered 2,883 units, 70% of which were single family detached units (see Table HE-9). Buildout within city limits would shift the balance to 56% single family, and 44% multi-family (see Table HE-10). The overall vacancy rate in 1980 was a low 2.8% (see Table HE-11). Sonoma has a younger housing stock, with the majority of units built since 1960 (see Table HE-12).

**D. Groups with Special Needs:** The largest groups with special housing needs in the city (1980) were households headed by women, elderly households and the handicapped. Of these groups, the elderly are the most significant because many handicapped and female heads of households are also elderly. Overcrowded and large family households, farmworker households and the homeless were not significant presences in Sonoma.

**E. Housing Needs:** Based on a housing needs allocation developed by the Sonoma County Planning Department, the city has a five year (1985 - 1990) regional fair share housing allocation of 499 affordable units (see Table HE-16). (The City's five-year action program, contained in the Implementation Section of the 1985 Housing Element, sets overall objectives for providing affordable units for 1985 - 1990.)

**F. Non-governmental Constraints:** In 1980, 31% of all households in Sonoma were overpaying for housing (see Table HE-18). Currently, housing prices in the city (for rentals, existing homes and new homes) exceed the affordable payment of a majority of Sonoma's households (see Tables HE-19 - HE-21).

**G./H. Governmental Constraints:** Although there are a variety of governmental constraints on the provision and affordability of housing within the city, most are necessary in light of public service/facility constraints, public health and safety considerations and environmental protection concerns. Local government strategies and programs have helped account for most of the affordable units built in Sonoma over the last five years. (Note: Section H simply lists various State and Federal housing programs potentially available to the City.)

**I. Opportunities for Energy Conservation:** Energy saving policies have been integrated into the 1985 General Plan. Many existing policies and programs also help reduce residential energy consumption.

**J. Land Inventory:** As part of its General Plan update, the City undertook an inventory of all vacant and underutilized land within the Planning Area, entering the results into a computerized listing. 61% of all vacant and underutilized land identified within the city's Primary Sphere of Influence has been designated by the Plan for residential development, an amount more than adequate to meet the city's short-term and long-term housing needs.

**K. Analysis of the 1981 Housing Element:** Although the element promoted the State housing goal, the objectives of the 1981 Housing Element were only partially met. Considerable progress was made in implementing the Element, but some of the programs suggested were found inappropriate or impossible to pursue.

## A. POPULATION CHARACTERISTICS

### 1. Size.

Founded in 1835, the City of Sonoma has grown slowly over the years. Since World War II, however, due to a strong, steady expansion of the Bay Area economy led by San Francisco, the city's growth rate has increased. Sonoma has participated in regional economic expansion primarily as a residential community and visitor attraction.

As of June, 1985, Sonoma had a population of 6,854. Two projections of the city's 1985-2005 population growth have been developed: one by the Association of Bay Area Governments (ABAG), and one by the Sonoma County Planning Department (see Table HE-1). ABAG predicts average annual growth of 5% leading to a 2005 population of 13,900. The County predicts 4% annual growth leading to a 2005 population of 12,500.

Because the County's population projections more accurately reflect current City and County policies and ordinances, the City considers them more applicable than the ABAG projections.

Table HE-1

Existing and Projected Population  
City of Sonoma

	Existing	Projected			Percent Change	Yearly Rate
	1985	1990	2000	2005		
ABAG (1)	6,854 (2)	11,000	13,100	13,900	+103%	5.15
Sonoma County (3)		7,800	10,800	12,500	+ 82%	4.10

(1) Projections 85, Association of Bay Area Governments, 1985 (1990-2005, only).

(2) City of Sonoma Planning Department.

(3) Untitled working paper, Sonoma County Planning Department, 1985.

### 2. Age/Sex Distribution

Eclipsing the national aging trend, in 1980 Sonoma had a mature, aging population with 53% of its residents age 45 or older and 32% age 65 or older. At 49.4, Sonoma had the highest median age of any city in Sonoma County; county-wide, the median was 39.2 (see Table HE-2).

As a population ages, longer-lived females make up an increasingly larger proportion of the total. In Sonoma, the ratio of women to men in 1980 was approximately 56:44.

Given the age distribution of Sonoma's existing population and assuming the city's continuing attraction for retirees, the present pattern of an older population dominated by women will hold indefinitely.

**Table HE-2**

**Age/Sex Distribution  
City of Sonoma, 1980**

<u>Age</u>	<u>Female</u>		<u>Male</u>		<u>Total</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
00-09	263	4.3	245	4.0	508	8.4
10-16	267	4.4	256	4.2	523	8.6
17-24	213	3.5	211	3.5	424	7.0
25-34	385	6.3	384	6.3	769	12.7
35-44	302	5.0	269	4.4	571	9.4
45-54	280	4.6	235	3.9	515	8.5
55-64	478	8.0	340	5.6	818	13.5
65-74	587	9.7	385	6.4	972	16.0
75-84	445	7.3	278	4.6	723	11.9
85+	156	2.6	75	1.2	231	3.8
TOTAL	3,376	55.8	2,678	44.2	6,054	100.0

Source: U.S. Census, 1980 (Percentages rounded).



### 3. Ethnic Composition

The city has a relatively homogeneous population with whites comprising 97% of the total. Sonoma's ethnic make-up differs little from that of Sonoma Valley and the county as a whole (see Table HE-3). Hispanics are Sonoma's largest ethnic group, followed by Pacific/Asians and Native Americans. According to the County Planning Department, Sonoma County is slowly achieving more ethnic diversity; however, given the high housing prices, the low vacancy rates and the isolation of the city, change in its ethnic composition will occur quite slowly in the near-term, even in comparison with the county.

**Table HE-3**  
**Ethnicity, 1980 (1), and 1984 (2)**

	<u>Sonoma</u>			<u>Sonoma Valley</u>	<u>Sonoma County</u>
	<u>1980</u>		<u>1984</u>	<u>1980</u>	
	<u>No.</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
WHITE	5,889	97.3	97.3	96.2	93.0
BLACK	0	0.0	0.0	0.8	1.1
PACIFIC/ASIAN	55	0.9	1.0	1.0	1.5
NATIVE AMERICAN	23	0.4	0.2	0.7	1.4
HISPANIC	71	1.1	1.4	1.0	2.2
OTHER	16	0.3	0.0	0.3	0.5

(1) U.S. Census, 1980 (Percentages rounded).

(2) Public Opinion Survey, City of Sonoma, 1984

### 4. Income

Income distribution and presence of poverty in the city were similar to Sonoma Valley and the county as a whole (see Tables HE-4 and HE-5). Household income refers to total annual income of all members in a household. Family income refers to total annual income of a family household. In its Projections '85, ABAG predicts a real annual average growth rate of 0.85% for the city's median household income over the next twenty years, which is slightly less than the 1.0% rate predicted for the county.

**Table HE-4**  
**Income Characteristics, 1980**

<u>Income Category</u>	<u>City of Sonoma</u>	<u>Sonoma Valley</u>	<u>Sonoma County</u>
<u>Per Capita (Non-institutionalized)</u>	\$ 9,123	\$ 8,538	\$ 8,910
<u>Median Household Income</u>	\$16,938	\$16,975	\$17,734
<u>Median Family Income</u>	\$21,495	\$202,461	\$21,269

Source: U.S. Census, 1980.

Note: County-wide median income for 1984 is \$28,400.

**Table HE-5**  
**Households by Poverty Status**

<u>Poverty Status</u>	<u>Households</u>			
	<u>City of Sonoma</u>		<u>Sonoma Valley</u>	<u>Sonoma County</u>
	<u>Number</u>	<u>%</u>	<u>%</u>	<u>%</u>
<u>Income Below Poverty Level</u>	277	10.2	9.2	9.7
<u>Income Between 100-124% of Poverty Level</u>	160	5.9	5.7	4.9
<u>Income 145% of Poverty Level and Above</u>	2,268	83.8	85.0	85.4

Source: U.S. Census, 1980 (Percentages rounded).

## B. HOUSEHOLD CHARACTERISTICS

### 1. Definitions

These definitions will be used throughout the following discussion:

**Household** - A single dwelling unit occupied by one or more persons.

**Family Household** - Two or more related persons living in a single dwelling unit.

**Non-family Household** - A single person household, or, two or more unrelated persons living in a single dwelling unit.

**Group Quarters** - A public or private institution combining housing with the provision of services and shared facilities (eg. convalescent hospital, half-way house, etc.).

**Household Size** - The number of persons living in households divided by the number of households.

### 2. Household Types and Sizes

Sonoma had 2,705 households in 1980. Families composed nearly two-thirds of all households and constituted nearly 80% of the population. Non-family households composed one-third of all households, holding 18% of the population. Family households were typically twice as large as non-family households (see Table HE-6).

Sonoma has the lowest household size in the county. Consistent with national trends, household size declined over the years and is expected to shrink still further (see Table HE-7). This continuing decline results from several factors:

- a. Nation-wide, older persons are becoming a proportionately larger share of the population; in Sonoma 32% of the 1980 population were age 65 or older. Elderly households tend to be small, averaging 1.5 persons per household in 1980; (1)
- b. Women are delaying child birth and having fewer children;
- c. Larger households and young families may be discouraged from moving to Sonoma due to high housing costs and limited availability of housing suited to their needs.

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(1) Housing Element, City of Sonoma, 1981.

Table HE-6

**Households by Type and Size  
City of Sonoma, 1980 (1)**

<u>Household Type</u>	<u>Number of Households</u>		<u>Number of Persons</u>		<u>Average Size</u>
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	
Family	1,730	64%	4,783	79%	2.76
Non-family	1,022	37%	1,075	18%	1.05
<u>Group Home</u>	NA	NA	196	3%	NA
<b>TOTAL</b>	2,752	100%	6,054	100%	2.13

(1) U.S. Census, 1980 (Percentages rounded).

Table HE-7

**Average Household Size: 1970-2005  
City of Sonoma**

	1970	1980	1985 (1)	1990	1995	2005
U.S. Census (2)	2.44	2.16	2.12	----	----	----
ABAG (3)	----	----	----	2.12	2.08	2.04
Sonoma County (4)	----	----	----	----	----	2.08

(1) City of Sonoma Planning Department, 1986.

(2) For 1970 and 1980, only.

(3) Projections '85, Association of Bay Area Governments, 1985.

(4) Sonoma County Planning Department, 1984.



### 3. Tenure and Structure Type

Definitions of tenure and structure type are as follows:

**Tenure** - The condition of occupancy of a housing unit; i.e., owned, rented, held for sale, or for rent.

**Structure Type** - The characterizing design of a housing unit, e.g., mobile home, single-family detached, condominium, etc.

The pattern of tenure and structure type in Sonoma is dominated by owner occupied, single-family detached units. Of the 1980 housing stock, 69% was single-family detached (if mobile homes are included). Of those, 77% (45% of all units) were owner occupied. Slightly more than half of the city's population was living in owner occupied, single-family detached units (U.S. Census, 1980). As of 1985, the pattern of structure types was much the same: 64% single family detached and 36% multi-family.

Rentals composed 36% of the 1980 housing stock; one-third of these were single-family detached units. Typically, renter households are smaller and have a lower income than owner households (see Table HE-8).

**Table HE-8**

#### **Average Household Size and Income by Tenure, 1980 (1)**

<u>Tenure</u>	<u>Average Size</u>	<u>Average Income (2)</u>
Home-owning Household	2.20	\$21,638
Renting Household	1.99	\$13,714

---

(1) U.S. Census, 1980.

(2) 1979 Income.

## C. HOUSING STOCK CHARACTERISTICS

### 1. Type and Number

The housing stock is the sum of all units built within the city. In 1980, Sonoma's housing stock numbered 2,883 units. In 1985, there were 3,324 units, an increase of 15%. Table HE-9 provides a breakdown of the 1980 housing stock by unit type and tenure. Table HE-10 shows the 1985 composition of unit types and the projected year 2005 composition assuming buildout of the Primary Sphere of Influence under the 1985 General Plan land use policies. Single-family detached units have been, are and will remain the dominant structure type.

**Table HE-9**

**Housing Units by Tenure and Type  
City of Sonoma, 1980 (1)**

# Units/Type	Tenure and Number of Units							
	Total Year-round		Total Occupied		Total Occupied		Total Occupied	
	Number	%	Number	%	Number	%	Number	%
1, Detached	1,655	58	1,617	59	1,294	72	323	33
1, Attached	257	9	230	8	123	7	107	11
2, Attached	121	4	106	4	33	2	73	8
3-4, Attached	156	5	142	5	30	2	112	12
5+, Attached	361	13	345	13	50	3	295	30
Mobil Home	323	11	312	11	253	14	59	6
TOTAL	2,883	100	2,752	100	1,783	100	969	100

(1) U.S. Census, 1980 (Percentages rounded).

**Table HE-10**  
**Housing Stock, 1985-2005**  
**City of Sonoma**

<u>Location and Type</u>	<u>Number of Units</u>					
	<u>Existing (1)</u>		<u>Potential (2)</u>		<u>Total</u>	
	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>
<b>City Limits</b>						
Single Family (3)	2,139	52	512	11	2,651	30
Multi-family	1,185	28	872	19	2,057	24
SUBTOTAL	3,324	80	1,384	30	4,708	54
<b>Primary Sphere of Influence</b>						
Single Family (3)	754	18	2,532	55	3,286	37
Multi-family	66	2	723	15	789	9
SUBTOTAL	820	20	3,255	70	4,075	46
<b>TOTAL</b>	<b>4,144</b>	<b>100%</b>	<b>4,639</b>	<b>100%</b>	<b>8,783</b>	<b>100%</b>

(1) Land Use Inventory, City of Sonoma, 1985.

(2) Based on ultimate buildout of Primary Sphere of Influence per 1985 General Plan.

(3) Includes mobile homes.

## 2. Vacancy Rates

Declining since 1970, the overall vacancy rate in Sonoma is low (2.4% in 1980). Although, at 2.8% in 1980, the vacancy rate of "for sale" units approached the target rate of 3%, it was offset by the very low rental vacancy rate of 3.7% (see Table HE-11). Low vacancy rates will likely continue given the City's Growth Management Ordinance, dearth of buildable parcels and continued desirability as a place to live.

Table HE-11

Vacancy Rates, Past (1) and Target (2)  
City of Sonoma

<u>Tenure</u>	<u>1970</u>	<u>1980</u>	<u>Target</u>
Owner	----	2.4%	3%
Renter	----	3.7%	6%
Combined	5.3%	2.8%	----

(1) U.S. Census, 1970, 1980.

(2) Draft Housing Element, Sonoma County Planning Department, 1985.

3. Age and Structural Soundness

Although known for its historic structures, most of Sonoma's housing stock is 25 years old or less. In 1980, 60% of the city's housing stock had been built since 1960, and 37% since 1970 (see Table HE-12).

As might be expected, Sonoma's housing stock is basically sound. According to a survey conducted in 1980 by City staff, only seven units were candidates for demolition, only 16 required major rehabilitation and 47 required minor repairs.



Table HE-12

**Units by Age, Occupancy Status and Tenure  
City of Sonoma, 1980 (1)**

Year Built	Occupancy Status and Tenure									
	Total		Total Occupied		Owner Occupied		Renter Occupied		Vacant	
	Number	%	Number	%	Number	%	Number	%	Number	%
1979 - 3/80	178	6.2	169	6.0	84	5.0	85	8.0	9	7.0
1975 - 1978	359	12.4	352	13.0	197	11.0	155	16.0	7	5.0
1970 - 1974	613	21.3	582	21.0	409	23.0	173	18.0	31	24.0
1960 - 1969	571	19.8	560	20.0	370	21.0	190	20.0	11	8.0
1950 - 1959	450	15.6	435	16.0	311	17.0	124	13.0	15	11.0
1940 - 1949	304	10.5	291	11.0	216	12.0	75	8.0	13	10.0
1939 - earlier	408	14.1	363	13.0	196	11.0	167	17.0	45	34.0
<b>TOTAL</b>	<b>2,883</b>	<b>100.0</b>	<b>2,752</b>	<b>100.0</b>	<b>1,783</b>	<b>100.0</b>	<b>969</b>	<b>100.0</b>	<b>131</b>	<b>100.0</b>

(1) U.S. Census, 1980 (Percentages rounded).

## D. GROUPS WITH SPECIAL NEEDS

A group with special housing needs is one which, due to factors and circumstances characterizing the group, has distinct housing needs in addition to, or instead of, basic housing requirements. Six such groups are considered here: the elderly, the handicapped, households headed by women, overcrowded households and large families, farm worker households, and the homeless. This section discusses the extent and the implications of their presence in Sonoma in terms of existing and future housing needs.

### 1. The Elderly

The elderly are those persons 65 years old or older. Almost 32% of Sonoma's 1980 population was elderly. Of those, 62% were women. Because of Sonoma's continuing attraction for retirees, the elderly are expected to remain a significant portion of the city's population.

There are three factors distinguishing the elderly as a special needs group:

- a. Being retired, their incomes tend to be low (however, many in Sonoma own their homes);
- b. The average size of elderly households is small;
- c. The elderly are more likely to suffer from handicaps and disabilities.

The above characteristics translate into the following housing needs:

- a. Affordable housing;
- b. Small units;
- c. Housing that is low maintenance;
- d. Housing accessible to the handicapped;
- e. Housing served by public transit;
- f. Housing close to shopping, recreation and health care;
- g. Group housing that provides meals, access to health care and common dining and recreation facilities.

### 2. The Handicapped

Although the exact size of Sonoma's handicapped population is unknown, in 1980, there were at least 588 handicapped persons in the city, 9.7% of the population (See Table HE-13). More than 65% were age 65 or older.

The characteristics distinguishing Sonoma's handicapped as a special needs group are:

- a. Relatively low income;
- b. Small household size (due to the large elderly presence);
- c. Physical and mental limitations requiring special interior and exterior building design.

Generally, the housing needs of the handicapped are similar to those of the elderly, with an additional need for institutional facilities (e.g. convalescent hospitals, half-way houses, etc.)

**Table HE-13**

**Handicapped, Disabled and Institutionalized Persons  
City of Sonoma, 1980 (1)**

<u>Status</u>	<u>Age Group</u>		<u>Total</u>
	<u>16 - 64</u>	<u>65+</u>	
<u>Non-Institutional Persons With Work Disabilities</u>			
In labor force	105	---	105
Prevented from working	76	---	76
Not in labor force	35	---	35
<u>Non-institutional Persons With Public Transportation Handicap</u>			
	38 (2)	176	214
<u>Institutionalized Persons</u>	---	196	196
TOTAL	216-254	372	588-626

(1) Source: U.S. Census, 1980.

(2) May overlap with work disability category.

### 3. Households Headed by Women

In 1980, 34% of Sonoma's households were headed by women, considerably above the county-wide proportion of 26% (see Table HE-14). The city's relatively high percentage reflects to a large degree the substantial number of elderly in Sonoma. 24% of Sonoma's female population were widows in 1980, while only 10% were single parents.

Due to the large number of single person households and the generally lower incomes of households headed by women, their special housing needs are for smaller, affordable units, particularly rentals. In addition, single mothers require housing that does not discriminate against children. Elderly female households have much the same needs as elderly households in general.

**Table HE-14**

**Households Headed by Women  
City of Sonoma, 1980 (1)**

<u>Household Type</u>	<u>No. Households</u>	<u>% of Total Households</u>
Family	187	07%
Non-Family	740	27%
<b>TOTAL</b>	<b>927</b>	<b>34%</b>

---

(1) U.S. Census, 1980 (Percentages rounded).

### 4. Overcrowded Households and Large Families

A housing unit is considered overcrowded when occupancy exceeds one person per room (excluding bathrooms and kitchen). A large family, as defined by this Element, is one with five or more persons. Although overcrowding is independent of family size, because large families are more likely to suffer from overcrowding, the two subjects are considered here together.



According to the State Census Data Center, less than 1% of the city's occupied housing units were overcrowded in 1980. Although the number of large families in Sonoma is unknown, in 1980 large households, which include large families, composed only 5% of the city's households.

Neither overcrowding nor large families seem to present problems warranting special attention by the City.

5. Farmworkers

Although the exact size of Sonoma's farmworker population is unknown, it appears to be insignificant. In 1980, only 31 of the city's residents, 1.3% of the labor force and 0.5% of the population, were employed in the occupational category of "Farming, Fisheries and Forestry" (U.S. Census, 1980). Despite the vineyards and other agricultural uses surrounding Sonoma, the city's temporary farmworker population, while of unknown size, is probably minute. Temporary farmworkers tend to live close to where they work and most of the intensively used agricultural land lies outside the city. Because Sonoma's estimated farmworker population is so low, it would be inappropriate for the City to define them as a special needs group requiring particular attention.

6. The Homeless

As defined here, the homeless include transients, indigents, abused women and children and any others requiring temporary shelter. Figures on the size of Sonoma's homeless population do not exist. By definition, the homeless are the hardest housing group to track.

According to Adele Harrison, coordinator of Friends in Sonoma Helping (FISH), the main referral for emergency social services in the Sonoma Valley, requests for emergency shelter valley-wide average one a month. As there are no emergency shelters or beds in Sonoma Valley, such requests are usually met through the rental of a motel room. Given the current infrequency of requests, this solution appears adequate. Unless requests for emergency shelter rise drastically, special housing for this group does not appear necessary.

## E. HOUSING NEEDS

A city's housing needs are the number of new units necessary to meet existing and expected housing demand for a variety of income levels and achieve and maintain a target vacancy rate. To insure inclusion of regional considerations in municipal housing needs assessments, the California State Legislature requires every regional Council of Governments to develop housing needs allocations for each municipality within the Council's province. The assessment must show projected needs five years into the future.

The Association of Bay Area Governments (ABAG) is the regional Council of Government for the San Francisco Bay region, which includes the City of Sonoma. By law, the City must discuss how it will meet its housing allocation as apportioned by ABAG. If local conditions warrant, the allocation may be adjusted, but any change must be based on accepted planning principles and be documented within the City's Housing Element.

The City and County, after reviewing ABAG's allocations for Sonoma, believe they overstate the City future housing needs. This conclusion is largely due to ABAG's projection of more population in the city than is anticipated by both the City and the County.

It is the City's position that the County's population figures more accurately reflect the amount of growth that would occur under current City policies and ordinances. Thus, for purposes of this element, the City will use the County generated housing allocation figures. (It should be noted that the County allocations use the same income distribution pattern as projected by ABAG.)

### 1. Allocation by Income

Housing needs are distributed among four standard income levels: very low, low, moderate and above moderate income. Each income level represents a percentage of the median income for the Bay Area region. Table HE-15 defines the four income levels as percentages of median income, provides the dollar range of each level and shows the distribution of households in the city among the four levels.

**Table HE-15**

**Income Levels and Household Distribution  
City of Sonoma, 1980 (1)**

	<u>Very Low</u>	<u>Low</u>	<u>Moderate</u>	<u>Above Moderate</u>
% of Median	0-50%	51-80%	81-120%	121%+
Dollar Range (2)	0-\$10,304	\$10,305-\$16,486	6,487-\$24,728	\$24,729+
Households by Income Level (3)	30%	18%	19%	33%

(1) Final Housing Needs Determinations, ABAG, 1984

(2) Based on 1979 Bay Area regional median income for a family of four, \$20,607.

(3) Not adjusted for household size.

2. Existing Housing Needs

The difference between the number of units in the housing stock and the number of units needed to achieve a target vacancy rate constitutes existing housing needs. Using target vacancy rates of 6% for rentals and 3% for owner-occupied housing, the County found a short-fall of 58 units in the City of Sonoma in 1980. Using a more complex formula based on a combined owner/rental target vacancy rate of 4.5%, ABAG found a short-fall of 33 units in 1980.

Table HE-16 shows a breakdown of short-fall units by income category.

3. Projected Housing Needs

There are four components to projected housing needs:

- a. The existing and projected distribution of households among the four standard income levels;
- b. The existing need for units;
- c. The number of units needed to accommodate expected household growth;
- d. The number of units needed to achieve and maintain target vacancy rates.

Table HE-16 compares the needs projections of ABAG and Sonoma County in terms of the above listed components. Household distribution among income levels is the same for both projections (see Table HE-15); however, in each of the three remaining areas the projections differ.

For the 1980-90 period the total housing need predicted by ABAG is 16% higher than the County assessment, a difference due largely to conflicting assumptions regarding the distribution of population growth in Sonoma Valley. As noted previously, the City considers the County's needs assessment to be the more accurate, and is basing its Housing Element on the County assessment.

#### 4. Remaining Housing Needs

The total 1980-90 housing needs allocation developed by the County, as shown on Table HE-16, does not account for units constructed since 1980. Between 1980-85, approximately 83 affordable units and 358 market rate units have been built in Sonoma, leaving the city with a remaining allocation of 499 affordable units and no market rate units for the 1985-90 period. Obviously, this does not mean the city needs no more market rate units, but only that its allocation for market rate units is close to being met.

Given the past rate of development and the numerous constraints on housing provision in Sonoma, it will be difficult for the city to meet its affordable housing allocation. However, Sonoma acknowledges its allocation of affordable units and has developed a program to provide affordable housing (see the Implementation Section of the Housing Element).



Table HE-16

**Projected Housing Needs  
City of Sonoma, 1980-2005**

	1980-1990				1990-2005			1980-2005
	1980 Existing Need (Units)	Projected Household Growth (Units)	Additional Units Needed To Achieve Optimum Vacancy Rate (3)	Sub- Total	1990-2005 Projected Household Growth (Units)	Additional Units Needed To Maintain Optimum Vacancy Rate	Sub- Total	Total Units
<u>ABAG Projections (1)</u>								
Very Low	9	261	12	282	----	----	---	---
Low	6	174	8	188	----	----	---	---
Moderate	7	203	9	219	----	----	---	---
Above Moderate	11	328	15	354	----	----	---	---
TOTAL	33	965	45	1,043	----	----	---	---
<u>County Projections (2)</u>								
Very Low	16	213	9	238	570	25	595	833
Low	10	142	6	159	380	17	397	555
Moderate	12	165	7	185	443	20	463	648
Above Moderate	20	268	12	300	717	32	749	1,049
TOTAL	58	788	35	881	2,110	93	2,203	3,084

(1) Final Housing Needs Determinations, ABAG, 1984.

(2) Draft Housing Element, Sonoma County Planning Department, 1985.

(3) Since the publication of its draft Housing Element, the County Planning Department was directed by the County Board of Supervisors to abandon the use of target vacancy rates; the City of Sonoma, however, will use the target vacancy rates formerly employed by the County (6% for rental units, 3% for market units).

## F. NON-GOVERNMENTAL CONSTRAINTS

The basic indicators of non-governmental or market constraints on housing provision are land cost, construction cost and financing cost. The degree to which these costs act as constraints is expressed in housing affordability. Affordability refers to a household's ability to pay for housing versus the actual cost of housing. A unit is considered affordable when no more than 30% of household income is spent on housing payments (rent or mortgage).

Sonoma's lack of affordable housing stems from several inter-related local, regional and national factors. The Bay Area is experiencing a housing shortage, inflating land and housing prices and lowering vacancy rates. Due to rising material, energy and labor costs, the price of housing has climbed in recent years, outstripping inflation and income growth. Interest rates, although fluctuating, remain high. Lastly, Sonoma is and will remain a desirable place to live.

The city's ongoing affordable housing problem is evinced in the gap between affordable housing payments and the actual cost of housing in Sonoma. (Figures presented here on rents and home prices in Sonoma were obtained in a survey of real estate listings in the Sonoma Index Tribune conducted in August, 1985.) Affordability in Sonoma will be discussed in terms of existing overpaying households, potential renters, and potential buyers of new and existing housing. Table HE-17 shows maximum affordable monthly housing payments for the four standard income levels based on the city's 1984 median income for a four person household.

**Table HE-17**  
**Affordable Housing Payments by Income Level, 1984**  
**City of Sonoma**

	Income Level (1)			
	Very Low	Low	Moderate	Above Moderate
<u>% of Median Income</u>	0-50%	51-80%	80-120%	121%
<u>Income Range (2)</u>	0-\$14,150	\$14,151-\$22,640	\$22,641-\$33,960	\$33,961+
<u>% of Households by Income Level (3)</u>	30%	18%	19%	33%
<u>Maximum Affordable Monthly Housing Payment (4)</u>	\$354.00	\$566.00	\$849.00	N.A.

- 
- (1) Standard income levels used by the Department of Housing and Urban Development and most other Federal and State housing agencies.
  - (2) Based on the median income of a four person household, City of Sonoma, 1984: \$28,300 (Source: DHUD, May 1985).
  - (3) Assumes the distribution among income levels identified by ABAG in 1980.
  - (4) Monthly mortgage payment, or monthly contract rent plus utilities; represents 30% of household income (the maximum housing payment considered affordable).

# 1. Overpaying Households

Overpaying households are those spending 30% or more of gross household income on housing costs. For homeowners, housing costs include mortgage payment, property taxes, insurance and utilities. For renters, housing costs include gross contract rent and utilities (if not included in rent). These definitions are in keeping with Housing and Urban Development, U.S. Census, and Sonoma County Planning Department usage, to allow for easy comparison and update of material in the Housing Element.

In 1980, 20% of the City's homeowners and 46% of its renters--31% of all households--were overpaying for housing. These numbers differ little from the combined rate of overpaying households in all cities in Sonoma County (see Table HE-18). Most overpaying households (approximately 75% in 1980) were in the very low income category. Housing choice is extremely limited at that income level and, not surprisingly, about two-thirds of overpaying, very low income households were renting (U.S. Census, 1980).

**Table HE-18**

## **Overpaying Households by Tenure, 1980 (1)**

	<u>Home Owners</u>			<u>Renters</u>			<u>Combined</u>		
	<u>Total #</u>		<u>Overpaying</u>	<u>Total #</u>		<u>Overpaying</u>	<u>Total #</u>		<u>Overpaying</u>
	<u>No.</u>	<u>%</u>		<u>No.</u>	<u>%</u>		<u>No.</u>	<u>%</u>	
<u>City of Sonoma (2)</u>	1,254	252	20%	952	440	46%	2,206	692	31%
<u>Sonoma County Cities (3)</u>	---	22.90%		---	40.90%		---	29.60%	

(1) Excludes condominiums and dwellings on ten acres or more.

(2) U.S. Census, 1980.

(3) Sonoma County Draft Housing Element.

Note: All percentages rounded.

## 2. Cost of Renting

Rents in Sonoma currently range from \$250 a month for an unfurnished studio or granny unit, to \$1,250 a month for a furnished home. Although generally affordable to moderate and above moderate income households, rents in Sonoma are excessive for very low and low income households (see Table HE-19). The median monthly rent for an unfurnished three bedroom, single-family detached house exceeds the maximum affordable housing payment of very low income households by 48% and that of low income households by 26%.

Although rents for the various units types were affordable to the other income categories, most renting households in the city--more than 75% in 1980--were in the very low and low income categories.

**Table HE-19**

**Actual Rent Versus Affordable Rent, 1985  
City of Sonoma**

<u>Income Level</u>	<u>Maximum Affordable Rent (1)</u>	<u>Median Rent by Housing Type (2)</u>		
		<u>Single Family Detached (3)</u>	<u>Apartments (4)</u>	<u>Condos (5)</u>
Very Low	\$354	\$675	\$490	\$700
Low	566	675	490	700
Moderate	849	675	490	700

(1) 30% of income level, includes utilities.

(2) Based on survey of real estate listings in August issues of Sonoma Index Tribune.

(3) Three bedrooms, utilities not included.

(4) Two bedrooms (no three bedroom units were offered) utilities not included.

(5) Three bedrooms, utilities not included.

## 3. Cost of Home Buying

### a. Existing Housing

Currently, prices of existing homes in Sonoma range from as low as \$55,000 to more than \$250,000. Most units, however, range from between \$120,000



to \$140,000 for a single-family detached unit and \$87,000 to \$117,000 for a condominium unit. Even at the lower end of those ranges, the cost of housing is beyond the means of moderate and below moderate income households in the city (see Table HE-20).

The single-family detached unit exceeds the affordable housing payment of very low income households by 72%, of low income households by 55%, and of moderate income households by 33%. The condominium unit also exceeds the affordable housing payments of all three groups, but by considerably less; under a different financing scheme than shown in the table, it might be affordable to moderate income households. Only the mobile home is clearly affordable to low and moderate income households, and even the cost of a mobile home greatly exceeds the amount a very low income household could pay.

**Table HE-20**  
**Affordable Housing Payments Versus Actual Cost, 1985**  
**City of Sonoma**

Income Level	Maximum Affordable Payment	Actual Payment by Unit Type (1)					
		Single Family Detached (2)		Condominium (3)		Mobile Home (4)	
		Cost	Payment	Cost	Payment	Cost	Payment
Very Low	\$354	\$120,000	\$ 1,265	\$ 87,000	\$ 920	\$ 32,000	\$ 430
Low	566	120,000	1,265	87,000	920	32,000	430
Moderate	849	120,000	1,265	87,000	920	32,000	430

- 
- (1) Cost estimates based on survey of real estate listings in August, 1985 issues of the Sonoma Index Tribune.
- (2) Three-bedroom unit. Assumes 30-year fixed financing at 12%, plus insurance and property tax.
- (3) Two-bedroom unit. Assumes 30-year fixed financing at 12%, plus insurance and property tax.
- (4) Three-bedroom unit. Assumes 15-year fixed financing at 14%, plus \$190 monthly space rental.

b. New Housing

As of August 1985, the median price of a new three bedroom, single-family detached unit in the city was \$144,000, and the median price for a comparable condominium unit was \$114,000. The price of a new housing unit reflects many costs, as illustrated

in Table HE-21. For both units shown in the table, the bulk of the costs lie in construction, site improvements and land cost.

Although representative of median priced units in Sonoma, neither is affordable to any but above moderate income households. Given the disparity between the price of new units and the ability of moderate and below moderate income households to pay, it seems that affordable housing for those groups will mainly come from rentals and existing housing.

**Table HE-21**  
**Development Costs for New Housing, 1985**  
**City of Sonoma**

Cost	Housing Type			
	Single-Family Detached		Condominium	
	Amount	%	Amount	%
Land (1)	\$20 - 30,000	17%	\$15 - 19,000	15%
Construction (2)	75 - 85,000	56%	60 - 70,000	57%
Fees (3)	4 - 6,000	3%	3 - 5,000	4%
Financing (4)	8 - 10,000	6%	7 - 9,000	7%
Overhead/Profit (5)	16 - 22,000	13%	13 - 17,000	13%
Marketing (6)	4 - 9,000	5%	3 - 7,000	5%
Median Sales Price (7)	\$144,000	100%	\$114,000	100%

- 
- (1) Based on August, 1985, real estate listings for R-1 and R-3 land.
  - (2) Assumes 1,800 square foot single-family dwelling unit and 1,200 square foot condominium unit. Includes site improvements.
  - (3) Based on City of Sonoma Fee schedules, 1985.
  - (4) Assumes 30-year fixed rate financing with 20% plus two points down and annual interest of 12%.
  - (5) 15-17% of development cost.
  - (6) 3-6% of sales price.
  - (7) Reflects median new unit sales price as of August, 1985, within City of Sonoma.

NOTE: All numbers and percentages are rounded.

## G. GOVERNMENTAL CONSTRAINTS

Governmental constraints on the provision and affordability of housing in Sonoma are addressed under the following topics: land use controls, local governmental participation in State and Federal housing programs, project review, and building codes and development fees. Service and infrastructure constraints are discussed in the Community Development Element and the Circulation Element.

### 1. Land Use Controls

There are four different kinds of land use controls in Sonoma which regulate housing: the General Plan's land use strategy, the City's Zoning Ordinance, the Growth Management Ordinance and regulations pertaining to second units, mobile homes and manufactured housing.

#### a. Land Use Strategy

The 1985 General Plan's land use strategy is to concentrate future residential development within a compact urban area (defined by the Primary Sphere of Influence), in order to avoid the costs of servicing sprawling, low density development and to preserve the productive agricultural land surrounding the city. Within the Primary Sphere of Influence, land use distribution is weighted toward the residential, with 60% of total land area devoted to residential uses. At maximum buildout the Plan could accommodate up to 4,639 new units, 66% single family and 34% multi-family (see the Holding Capacity table in the Community Development Element).

#### b. Zoning

Sonoma's Zoning Ordinance is a key means of carrying out the General Plan's land use strategy. Zoning also helps stabilize property values, preserves neighborhood and community character, and protects the public health and safety. The Zoning Ordinance provisions most directly affecting housing affordability are those controlling densities. A range of densities is allowed in order to promote a variety of housing types while recognizing and preserving the predominantly single family character of Sonoma. Substantially raising densities in Sonoma could facilitate the construction of more affordable housing, but could also result in development that is out of scale with what exists now and could seriously stress City services.

c. The Growth Management Ordinance

In July 1980, the City adopted a Growth Management Ordinance (GMO) limiting housing construction approvals within Sonoma to 100 units per year. Selection of the 100 unit figure was based on a growth study conducted for the City' earlier that year. Using the Cost Revenue Impact System (CRIS) model, the study found the optimum growth rate for Sonoma, in terms of fiscal benefits and infrastructure costs, to be 100 units per year.

Essentially a development rationing procedure, the GMO allocates planning approvals on a first come/first serve basis. Once 100 residential units have received planning approval, no further applications are processed that year. If the yearly limit is not met, the remainder--up to 50 units--is added to the next year's allocation. Government-sponsored low income units, all projects of one to four units, 200 units (over the lifetime of the ordinance) of housing for the elderly, and second units are exempt from the first come/first serve provision. Because any such units built are counted against the next year's allocation, the 100 unit per year limit remains in effect.

Since its inception, the GMO has never directly limited housing construction because the 100 unit limit has never been reached (although projects of greater than 30 units must be phased over two or more years). However, the GMO presents at least a potential barrier to the number of units constructed in Sonoma if applications substantially exceed 100 units a year. Written as an interim ordinance, the GMO must be renewed by the City Council every year. Extended each year since its adoption, the GMO seems to allow a reasonable amount of growth based on current service capability and community consensus.

d. Second Unit Ordinance

Sonoma's Second Unit Ordinance, adopted in June, 1985, places a variety of restrictions on second units. In addition to typical controls on size, appearance, ownership and tenure, two further restrictions apply:

- 1) Either the second unit or the main unit may only be occupied as an affordable rental unit.



- 2) A second unit may only be considered for approval when the main unit is at least ten years old.

Because the ordinance has only recently been adopted, its effect on second unit construction is unknown.

e. Mobile Homes and Manufactured Housing

These are subject to few restrictions. Mobile homes are allowed in all single family zoning districts, except those covered by the Historic Conservation Overlay Zone, and are under the same restrictions applying to traditional housing. The only additional requirement is that the mobile home must be placed on a foundation system. Mobile home parks must be at least seven acres in size, with a maximum density of seven units per acre. Currently, there are two mobile home parks within Sonoma and two more adjacent to the city; all are at or near capacity.

Manufactured housing is permitted within all single family districts without any special restrictions.

2. Local Governmental Participation in Housing Programs

a. Federal Housing Programs

Three Federal housing programs are currently administered in the city:

- 1) Since 1981, Sonoma has used Community Development Block Grant money for the reimbursement of certain predevelopment costs of selected housing projects, resulting in 14 low/moderate income units.
- 2) Housing and Urban Development Section 8 rental assistance funds are used to subsidize rents for eight households in Sonoma. This program is administered by the County.
- 3) Farmers Home Loan Administration Section 515 money has been used to finance the construction of 74 low and moderate income units since 1979 (Village Green, Phases I and II).

b. State Housing Programs

Currently, the City does not participate in any State housing programs. Many State-sponsored programs and other funding and development alternatives are closed to Sonoma because a local Article 34 referendum, necessary to ratify Sonoma's participation, has neither been passed by the voters nor placed on the ballot.

c. Local Housing Programs

At the local level, the City's 1981 Housing Element codified the State-mandated density bonus program, in some cases exceeding State requirements, and added the additional incentive of exempting affordable units from the Growth Management Ordinance.

Further, Sonoma established a redevelopment agency (the Community Development Agency) in 1984. By law, 20% of all money raised by the agency through tax increment financing must be used to provide for low and moderate income housing. According to the agency financing proposal, as much as \$1.25 million could be available for that purpose. Because no spending plan for the money has yet been developed, the potential impact of the Redevelopment Agency on housing provision cannot be estimated. In 1985/86, the agency expects to spend approximately \$113,000 to promote the construction of seven affordable units.

3. Project Review

Five basic project review procedures are used in Sonoma:

- a. Planned Unit Development (P.U.D.) Designation Review;
- b. Environmental Assessment (EA);
- c. Environmental Impact Report (EIR);
- d. Subdivision Review;
- e. Design Review.

All add to housing cost in three ways: by lengthening the time spent on project review, thereby delaying construction; by requiring design changes, onsite and offsite improvements and exactions; and by imposing fees. Only the first two issues are included in this discussion. Fees are considered separately later on in this chapter. Of the five procedures, only the first and last are subject to full local control. The others, although locally enforced, are State mandated.

a. Planned Unit Development Designation

The P.U.D. designation is an overlay zone which relaxes certain standard zoning requirements in exchange for comprehensive site planning. Because the design flexibility provided under the district seems to outweigh the time spent (usually four to six weeks) in obtaining it, and because the review criteria also allows maximum latitude in design, the P.U.D. designation actually promotes affordability.

b. Environmental Assessments and Environmental Impact Reports

Environmental Assessments and Environmental Impact Reports are parts of a two-stage, State mandated process intended to identify and analyze the potential environmental effects of proposed projects. Environmental Assessments are done to determine the need for an Environmental Impact Report. Environmental Assessments take about two to three weeks to prepare, and an Environmental Impact Report can take several months. Mitigation measures required by either can add to project cost, but insure that the public does not pay for damage done to the environment by a private project.

c. Subdivision Review

This is a State-mandated process (Subdivision Map Act) applicable to all proposed parcel subdivisions. It ensures that all development meets minimum health and safety standards, conforms to local planning and development regulations, and is environmentally sound. A number of onsite and offsite improvements are normally required in the process, including provision for streets, sewer, and water. Although the process is lengthy and required improvements can add substantially to project cost, it is necessary to insure well-built, environmentally sound projects.

d. Design Review

In the City's design review procedure, projects are evaluated on the basis of aesthetics and functional integration, in terms of both the project itself and its relationship to its setting. Because the process is ususally brief (four to six weeks) and occurs early in project design, its benefits outweigh any costs it may impose.

#### 4. Building Codes

A number of building and construction codes (e.g. Uniform Building Code, National Electric Code, etc.) have been adopted by reference as City ordinances. These codes, developed by professional organizations in the applicable fields, set a uniform national standard of building safety. New residential construction is also governed by recently adopted State requirements concerning energy conservation and handicapped accessibility. Locally, the enforcement of these requirements is the responsibility of the building inspector.

Although the requirements and codes add substantially to housing costs, they are necessary to insure soundly built housing units.

#### 5. Fees

A variety of fees are imposed throughout the development process in order to help cover the costs of public services, infrastructure improvements, application processing and safety inspections. In all cases, they are essentially user fees. A comparison of fees for a typical single family detached unit and a semi-attached condominium in a twelve-unit project is shown in Table HE-22.

Some of the fees for the condominium units are lower than those charged for the single family units because:

- a. The unit is smaller;
- b. The rate per square foot used to estimate construction value is lower;
- c. Some fees are divided among all units in the condominium project.

However, as a percentage of construction valuation, fees for the condominium units are slightly higher than those charged the single family units due to the greater number of fees and the lower dollar value of the unit.

Although no single fee adds substantially to construction cost, cumulatively their effect is significant. The actual impact on unit sales price is less, however, since land value and other costs are included. Eliminating or substantially reducing fees would promote affordability, but would also greatly reduce funding for public services and capital improvements. Sonoma has a policy of reimbursing certain major fees, on a case by case basis, for low and moderate income units.



**Table HE-22**  
**Development Fees, 1985 (1)**

	Three-bedroom (1,862 square feet) <u>Single Family Detached Unit</u>		Two-bedroom (1,500 square feet) Semi-attached <u>Condominium Unit (2)</u>	
<u>Estimated Construction Value</u>	\$91,250		\$63,000	
<u>Total Fees as a % of Construction Value</u>	6.1%		7.2%	
<u>Fees</u>	<u>Amount</u>	<u>%</u>	<u>Amount</u>	<u>%</u>
<u>Sewer</u>				
Building	\$1,250.00	22.3	\$ 625.00	13.8
Unit	500.00	8.9	500.00	11.0
<u>Water</u>				
Storage Fee	500.00	8.9	500.00	11.0
Connection Fee	450.00	8.0	450.00	9.9
Meter and Lateral	475.00	8.5	475.00	10.5
Impact Fee	920.00	16.4	920.00	20.2
C.I.P. Fee	585.00	10.4	455.00	10.0
Environmental Review	N.A.	----	5.25	0.1
P.U.D. Permit	N.A.	----	15.83	0.3
Design Review	N.A.	----	5.25	0.1
Building Permit	412.00	7.3	249.00	5.5
Plan Check	267.80	4.8	33.22	0.7
Foundation Permit	N.A.	----	50.00	1.1
Contractor's License Fee	91.25	1.6	63.00	1.4
Elect./Plumbing/ Mech./Seismic Permits	159.97	2.8	128.16	2.8
Subdivision Filing and Inspection Fees	N.A.	----	62.91	1.4
Landscaping Plan Check	N.A.	----	2.16	----
TOTAL FEES	\$5,611.02	100.0%	\$4,539.78	100.0%

- 
- (1) Fee Schedules, City of Sonoma, 1985 (Percentages rounded).  
(2) Assumes a 12-unit project, with no EIR or offsite improvements needed.

## H. STATE AND FEDERAL HOUSING PROGRAMS POTENTIALLY AVAILABLE TO SONOMA

Although all of the programs described below currently receive funding, their continued presence cannot be assumed. Also, due to eligibility and other program requirements, intense competition for limited funds and the project specific nature of many of the programs, housing unit targets usually cannot be assigned. In some cases the program design leaves little room for direct City participation; however, these are included anyway, because they could help ease local housing problems.

### 1. State Programs

#### a. Rural Land Banking Fund (Department of Housing and Community Development: HCD)

Loans provided to purchase sites (or options) for low/moderate income housing. The term is negotiable and the rate is 7%. A detailed site development plan is not required for application. Only public and non-profit agencies are eligible.

Responsible Agency: Community Development Agency

#### b. Rural Redevelopment Loans (HCD)

Loans provided to pay for predevelopment costs only (i.e. site acquisition, site improvements) for low/moderate income housing. The term is negotiable and the rate is 7%. Only public and non-profit agencies are eligible. The project details and financing must be settled before applying.

Responsible Agency: Community Development Agency

#### c. Rental Housing Construction Program (HCD)

Loans to pay up to 35% of site acquisition, site improvements and construction costs of low and moderate income housing. Repayment is deferred for 30 years and interest is zero. The loans are made to for-profit and non-profit developers through a local agency. Loans are project specific and a financial commitment to the project by the local agency is required. Voter approval of a Article 34 referendum is necessary.

Responsible Agency: Community Development Agency

### 2. Federal Programs

#### a. Community Development Block Grant (CDBG) Funds (Department of Housing and Urban Development: HUD)

This grant money can be used for many purposes, including provision of low/moderate income housing. In terms

of housing provision, the money can be used for nearly any purpose--site acquisition, public improvement, rehabilitation loans, etc.--except actual construction. In the past, the City has used CDBG funds reimburse pre-development costs and install public improvements for selected projects.

Responsibility: City

b. HUD, Section 202

Loans for projects serving low income elderly and handicapped persons are made under this program. Up to 100% financing is possible at a rate of 9.58%. Upon project completion, HUD may subsidize the rents. Eligibility requirements and competition are stiff.

Responsible Agency: Community Development Agency

c. Farmers Home Administration (FmHA), Section 502

Loan program for low income buyers seeking new or existing single family housing. Maximum allowed unit price is \$60,000. Loan interest ranges from 1% to 10 7/8%, depending on income. Applicants must apply directly to FmHA.

Responsible Agency: FmHA

d. FmHA, Section 515

Loans for construction of low income, multi-family, rental housing. Loan interest ranges from 1% to 10 7/8%. Public and non-profit agencies are eligible. Rent subsidies may be provided.

Responsible Agency: Community Development Agency

e. FmHA, Section 523

Loans and technical assistance to groups of owner/builders are provided. Money and assistance are channeled through a local public or non-profit agency. Interest ranges from 1% to 10 7/8%. Maximum mortgage per unit is \$55,000. The down payment consists of labor contributed by the owner/builder.

Responsible Agency: Community Development Agency

f. HUD, Section 8 Existing Housing Program

Funds are provided to local housing authorities to subsidize the rents of participating low income house-

holds. The tenant leases an existing unit and the housing authority pays the difference between 30% of the tenants income and the actual rent. The Sonoma County Housing Authority administers this program within the city.

Responsible Agency: Sonoma County Housing Authority  
and Community Development

g. FmHA, Section 504

Loans are provided to low and moderate income homeowners for repair and rehabilitation of their units. The terms are negotiable and the interest ranges from 1% to 10 5/8% depending on income. Homeowners apply directly to FMHA.

Responsible Agency: FmHA



## I. OPPORTUNITIES FOR ENERGY CONSERVATION

Required by State law, this section describes opportunities in Sonoma to promote residential energy conservation. In Sonoma, reduction of housing related energy consumption is accomplished in three ways: through the General Plan's land use strategy, subdivision regulations, and standards and regulations governing individual units.

### 1. Land Use Strategy

Energy saving policies are integrated into the land use strategy of the 1985 General Plan. The land use pattern concentrates future residential development within and adjacent to the existing city limits. Infill is encouraged. By promoting compact urban development the Plan facilitates efficient service provision, minimizes infrastructure extension, and reduces travel distance between residences and shopping, service and employment opportunities. To the same ends, the Plan places multi-family districts close to commercial areas and follows a conservative annexation policy.

The Plan establishes a mixed use zone in the Four Corners area (intersection of Broadway and Leveroni), allowing a mix of multi-family, commercial and office development. Such developments can greatly reduce transportation related energy consumption.

### 2. Subdivision Regulations.

Under the terms of the City's Subdivision Ordinance, all subdivisions subject to tentative map approval must, to the extent feasible, be designed to provide opportunities for passive solar heating and cooling. Since no specifications are made regarding how this should be accomplished, developers are free to choose their own solutions. More specific guidelines and requirements could be added to strengthen this directive.

### 3. Regulations Governing Individual Units.

There are several regulations which encourage energy conservation in individual units. The State of California has recently imposed upgraded energy conservation standards for all new residential units including insulation, weather stripping and glazing standards, enforced locally by the City's Building Inspector.

Sonoma's Architectural Review Commission (ARC) design review guidelines (which apply to all new residential construction in the city) include a policy encouraging

unit orientation for optimum solar access. More specific design policies could be adopted to strengthen the review process.

Second units are allowed in all single-family districts as long as the main unit is at least ten years old. Mobile homes and manufactured housing are also allowed in all single family districts with only the standard zoning restrictions, except that mobile homes in single-family districts must be placed on a foundation system and are not allowed in historic conservation districts. Second units, mobile homes and manufactured units all save energy in both construction and maintenance.

## J. LAND INVENTORY

State law requires that every housing element include an inventory of land, both vacant and redevelopable, suitable for residential development, along with an analysis of the relationship of zoning and public services/facilities to those sites. A sufficient amount of suitable land must be identified and designated to meet short-term and long-term housing needs.

### 1. The Inventory

In Sonoma, the requirement for an inventory of land suitable for residential development was met by conducting an inventory of all vacant and underutilized parcels within the Planning Area over the course of 1984/85. Parcels identified in the inventory were mapped and a computerized listing was developed to record the following characteristics of each parcel:

- a. map location;
- b. Assessor's Parcel number;
- c. size;
- d. 1974 zoning/land use designation;
- e. 1985 zoning/land use designation;
- f. potential units or jobs created if builtout.

The City will make the inventory available to the public and will update it annually.

### 2. Relationship of Zoning and Public Services/Facilities

In terms of the 1974 General Plan's zoning and land use designations, the most significant changes made by the 1985 General Plan update are an increase in the supply of land designated for multi-family development within the city and an increase in the density of land designated for single-family development within the Primary Sphere of Influence. Once the 1985 update is adopted, the City will revise its current Zoning Ordinance and map in accordance with the update.

The relationship of public services and facilities to land within the city's Primary Sphere of Influence is discussed in the Public Facilities Section of the Community Development Element.

### 3. Land Designated for Residential Development

The land inventory identified 1,363 acres of vacant and underutilized land within the Primary Sphere of Influence (including land within city limits). Of that amount, 62% is designated by the Plan for residential development. The general location of this

land is shown in the Community Development Element, Fig. CDE-1, page 10. The numbers and types of units that could be constructed are described in Table HE-10.

Assuming that vacant and underutilized land within existing city limits will constitute the city's short-term (five year) supply of land available for housing, 202 acres are designated for residential development. If built out at the maximum densities allowed, 512 single family and 872 multi-family units could be made available, well above the city's five year housing needs allocation of 541 units. The amount of land designated for long-term residential development (vacant and underutilized land within the Primary Sphere of Influence) also exceeds anticipated needs.



## K. ANALYSIS OF THE 1981 HOUSING ELEMENT

State law requires that every Housing Element revision or update include an analysis of the former Housing Element in terms of the element's relation to the State housing goal, the effectiveness of the element in achieving local housing objectives and the progress made by the community in implementing the element.

### 1. Relation to State Housing Goal

The State housing goal (Government Code, Title 7, Section 65580(a)) is as follows: "The availability of housing is of vital state-wide importance, and the early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order." Implicitly and explicitly, the State has placed much of the responsibility in meeting this goal on local government.

Sonoma's 1981 Housing Element contains goals and policies adopted by reference from the 1974 General Plan (which served as the City's Land Use Element) in addition to goals and policies of its own. All are summarized below:

- a. Achieve a balanced choice of housing (1974 General Plan goal);
- b. Provide for growth consistent with Sonoma's small town character (1974 General Plan goal);
- c. Establish locations for various types of residential development (1974 General Plan policy);
- d. Encourage a range of housing types (1974 General Plan policy);
- e. Establish design guidelines for housing development (1974 General Plan policy);
- f. Increase the supply of assisted housing by 141 units by 1985 (1981 HE goal 1);
- g. Increase the supply of affordable housing by 100 units by 1985 (1985 HE goal 2);
- h. Eliminate unsafe and deteriorated housing within the city (1981 HE goal 3, policies 2a and 2b);
- i. Provide incentives for affordable housing (1981 HE policies 1a and 1c);
- j. Regulate the conversion of rental units (1981 HE policy 1d);
- k. Investigate and use programs providing affordable housing (1981 HE policies 1e and 1f);
- l. Encourage housing for the elderly (1981 HE policy 1g);
- m. Develop a vacant land inventory (1981 HE policy 1b).

Clearly, the goals and policies of the 1981 Housing Element work toward the attainment of the State housing goal.

## 2. Effectiveness in Meeting Objectives

The 1981 Housing Element set two overall five year (1980 - 1985) housing objectives:

- a. Increase the supply of assisted housing by 141 units;
- b. Increase the supply of affordable housing by 100 units.

As of 1984, the supply of assisted housing had increased by only 28 units and the supply of affordable housing by only 49 units. The actual increase in affordable and assisted units lagged behind the targets for two reasons: the growth projection on which the targets were based was not borne out; and, the use of programs providing assisted units did not occur at anticipated levels.

The 1981 Housing Element was based on growth projections developed by the Sonoma County Planning Department that anticipated average annual growth within the city of 126 units per year. The actual rate of development averaged 86 units per year, 32% less than projected. Opportunities to provide affordable units were correspondingly diminished.

In terms of assisted units, the 1981 Housing Element was overly optimistic. One project (Village Green) providing assisted units was completed, yielding 34 assisted units. However, Section 8 rental assistance (administered by Sonoma County) was actually cut back within the city, from fourteen households to eight, and no other projects providing assisted units were built.

## 3. Progress in Implementation

The implementation program of the 1981 Housing Element was divided into three sections: incentives to the building industry, use of Federal and State housing programs, and the encouragement of other ideas.

### a. Incentives to the Building Industry

The Element called for the implementation of a density bonus program for developments providing a certain percentage of low and moderate income units. This program was implemented. The Element also called for waiving Water Fund Capital fees for moderate units. This action was never taken because the City had no way to make up the funding loss.

b. Use of Federal and State Housing Programs

The Element called for the use of the following programs:

- 1) Community Development Block Grant (Federal): the City used this program to provide fee write-downs for fourteen units since 1981, exceeding its objective by four units.
- 2) Section 8 rental assistance (Federal): as mentioned earlier, due to budget cutbacks, the use of this program actually declined within the city.
- 3) Farmer's Home Administration, Section 502, 515, 523, 525 (Federal): a private developer completed one project using the 515 program, resulting in 34 assisted units. None of the other programs were used.
- 4) California Housing Finance Agency, Home Ownership/Improvement Program, Multi-unit Loan Program (State): neither of these programs were used because the City did not meet program requirements.

c. Encouragement of Other Ideas

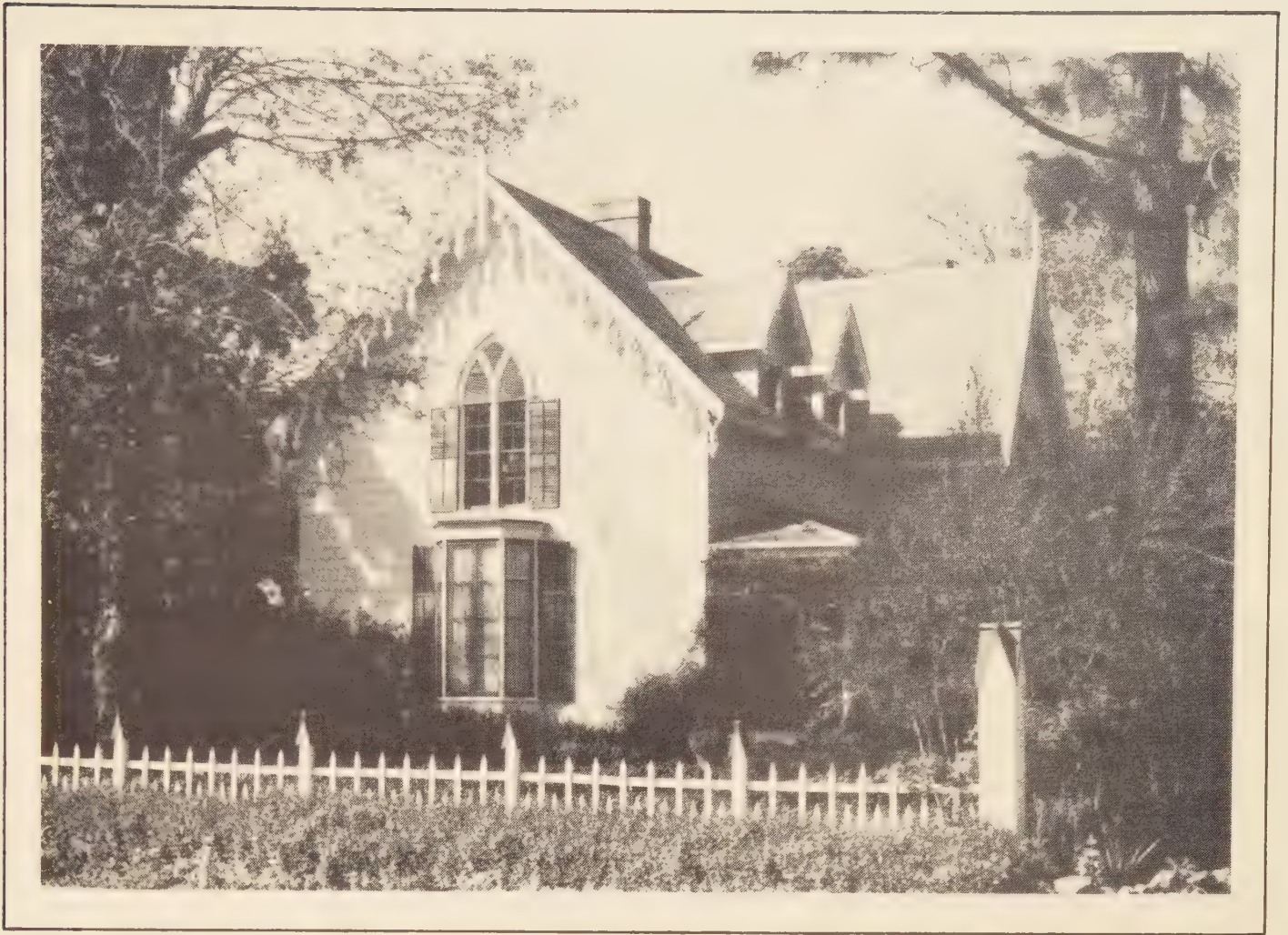
This section called for the exploration of five different methods of encouraging affordable housing:

- 1) Make land available for an additional mobile home park: no developer ever expressed interest, so no land was set aside for this purpose.
- 2) Encourage subdivisions with expandable housing configurations: this idea was never pursued due to a perceived lack of developer interest, as well as problems of regulating design.
- 3) Allow cottage rental units: a Second Unit Ordinance was adopted by the City in 1984.
- 4) Distribute information on owner-built housing: this idea was never pursued.

- 5) Give priority processing to annexation applications resulting in projects providing low and moderate income housing:  
this policy was administered on a case by case basis.

The 1981 Housing Element represented a good faith response to the State housing goal and to State housing element requirements. Although the targets for affordable units set by the Element were only partially met, 19% of all housing units built in Sonoma between 1980-85 were affordable to very low, low and moderate income households. The City has worked hard to provide affordable housing and will continue to do so.





# TOURISM ELEMENT



# TOURISM ELEMENT

## PURPOSE OF ELEMENT

### Central issue

The Tourism Element is not a required General Plan element but may be included as an optional element as permitted by the General Plan Guidelines (Government Code 65303). The subject of tourism has been frequently discussed over the years and remains a central community issue. Attitudes toward tourism are polarized; some people feel that Sonoma is becoming too tourist-oriented while others feel that tourism should be expanded to take fuller advantage of the economic benefits. Because of this on-going concern, it was considered appropriate to include an element in the General Plan dealing specifically with this topic.

### Establish direction

The purpose of the Tourism Element is to provide an understanding of tourism as it exists in Sonoma today and establish the policy direction for future development of visitor-serving uses within the city. It should be noted that no comprehensive economic study of tourism in the city was undertaken; such a study may be considered in the future but should be designed to include the entire Sonoma Valley.

## SUMMARY OF EXISTING SETTING AND FUTURE CONDITIONS

### Benefits and costs

The tourist-serving industry is an important component of Sonoma's local economy. It provides jobs for local residents and businessmen and generates dollars for the City both directly (transient occupancy tax) and indirectly (sales tax). Other less tangible effects are support of the Valley's local agriculture, promotion of local artisans and retention of historic buildings.

Although tourism benefits the community, it also creates conflicts: traffic congestion, demand for more parking, pedestrian congestion on city streets, noise



(from tour buses) and additional maintenance of city parks. Some members of the community feel that Sonoma caters too much to the visitor trade while others feel that additional facilities should be provided. The mid-line consensus is that it should be accommodated but that the needs and desires of local residents should have priority in any land use decision.

More detailed information on tourism in Sonoma is contained in the Background Data section of the Tourism Element. This section includes information on types of tourist facilities, number of visitors, room occupancy rates, estimated revenues, and opinions expressed at the Town Meeting on tourism.

## **GOALS AND POLICIES**

The goals and policies developed for this element reflect the City's desire for some flexibility in making future decisions on the type, amount and location of tourist-serving facilities. This was considered the most appropriate direction for the city given the variety of unknown factors: the need for additional facilities, economic benefits and impacts to the City and the effect of recently approved facilities on traffic congestion and the community's rural character.

The implementation programs are intended to continue the dialogue on how the positive effects of tourism can be maximized and the negative aspects resolved. One important task is to continue expanding the data base developed during the General Plan Update so that the interplay between tourist-serving businesses, the local economy and the quality of life in Sonoma can be clearly understood.

Maintain  
tourism

**GOAL 1: MAINTAIN TOURISM AS A VIABLE COMPONENT OF SONOMA'S ECONOMY, EMPHASIZING SONOMA'S DISTINCTIVENESS IN THE INDUSTRY AS A LIVING HISTORIC AGRICULTURAL COMMUNITY.**



Development  
criteria

**Policy 1:** The following criteria should be considered in evaluating new proposals for visitor-oriented developments:

- a. Does the project comply with General Plan policies?
- b. Is it compatible with surrounding land uses?
- c. Does it complement existing visitor facilities in terms of:
  - architectural style?
  - building scale and mass?
  - type of services provided?
- d. Would it result in significant, negative impacts generated by additional tourism?

Visitor  
activities

**Policy 2:** The City will allow activities that promote the area's historical and cultural resources (e.g. wine festivals, farmers markets, historic event celebrations, sports events and cultural activities).

Funding

**Policy 3:** Any activity which advertises or directly promotes tourism will not be funded by the City.

Balancing  
tourism

**GOAL 2:** BALANCE GROWTH OF THE TOURIST TRADE WITH RETENTION OF SONOMA AS A SMALL SCALE, RESIDENTIAL COMMUNITY.

The Plaza

**Policy 4:** The Plaza area should be retained as the commercial service center for the community. Resident-serving businesses such as banks, dry cleaners, grocery stores, accountants, law offices, etc. should be encouraged to locate in the Plaza.

Visitor  
facilities

**Policy 5:** Major visitor-serving facilities should be located on the periphery of town, reserving existing, close-in commercial sites for resident-serving uses.

#### IMPLEMENTATION PROGRAMS

Walking tours

1. Work with the local groups (such as the historical societies and Visitors Bureau) to promote the existing walking, self-guided historical tour.

Responsibility: City planning staff initiates

Establishing  
a balance

2. Explore ways to retain an acceptable balance of resident- and visitor-serving commercial uses throughout town but particularly in the Plaza area. Tasks would include defining what is an acceptable balance and investigating various tools to achieve that balance. Prepare a report and present to the City Council with recommendations for appropriate actions.

Responsibility: City planning staff initiates; coordinate with Visitors Bureau, interested citizens and local businessmen

Vacancy rates

3. Continue the current system of monitoring vacancy rates of overnight facilities in the city and valley through the Transient Occupancy Tax Reports.

Responsibility: City

Further study

4. Investigate and make a recommendation to the Council on the desirability of contracting an outside consultant to prepare an economic study of tourism in the valley. Such a study should quantify the direct and indirect effects of tourism on Sonoma

Valley, project future levels and types of public and private services needed, and recommend planning and marketing strategies as well as operating and funding mechanisms, to maintain a beneficial level of visitor trade in the valley.

Responsibility: City planning staff  
with the cooperation  
of the Visitors  
Bureau





Most of the information contained in this section was compiled for the Town Meeting that focused on tourism in Sonoma. During that investigation, it became apparent that very little data exists on the visitor-serving industry in Sonoma. What is available was gleaned from a number of sources: The State Parks Department, Sonoma Valley Chamber of Commerce, Sonoma Valley Visitors Bureau, local wineries, and lodging facilities, City tax records, tourism studies conducted for St. Helena and Napa by an independent consulting firm and conversations with planners in other communities where tourism is a component of their local economy. Together these facts provide the most complete picture of tourism in Sonoma that is currently available.

#### **A. DEFINITION OF TOURIST**

Tourist and tourism mean something different to everyone, depending on their perception. According to Webster, a tourist is "one who tours for recreation and culture." Within that context, most people have probably been a tourist at some point in their life.

What the definition implies is that tourists are basically everyday people who travel to experience something new and different from their home environment. The ability to travel long distances in a relatively short period of time provides the opportunity to expand our awareness, appreciation and enjoyment of the world we live in.

#### **B. WHY PEOPLE COME TO SONOMA**

Sonoma possesses both recreational and cultural assets that draw visitors from as near as Napa Valley and as far as Singapore. The primary attractions include, but are not limited to:

- The Plaza (park and surrounding shops),
- The Sonoma Barracks,
- The Mission Sonoma (the 21st California mission),
- General Vallejo's home,
- Nationally famous wineries of Sonoma and the Sonoma Valley,
- Speciality food shops unique to Sonoma,
- Sonoma's inherent scenic beauty,
- Quaint/old-fashioned accommodations,
- Proximity to Napa and the wine country further north.

Because Sonoma is within a two-hour drive from most points in the San Francisco Bay Area, it is a popular destination for a one-day excursion. People come to stroll through the historic buildings, sample the local cheese and french bread and sip a glass of wine at one of several wineries. There is also a small segment of visitors who choose to spend the evening at one of the bed and breakfast inns or motels/hotels within the valley.

## C. NUMBER OF VISITORS AND MAJOR ATTRACTIONS

While there are no statistics on how many people visit Sonoma in a given year, there are three sources which provide an indication: the Sonoma Valley Visitors Bureau, visitor figures recorded at the State Historic attractions and visitor records kept by several local wineries. Please note that these numbers cannot be added due to overlap.

### 1. Sonoma Valley Visitors Bureau

Sonoma Valley Visitors Bureau has some data on the number of people who requested their assistance, either in writing or in person. During the period June to December 1984 (Saturdays and Sundays only), 5,146 people visited the Bureau's office seeking information on places to see, over-night accommodations, relocation assistance, group tours, weddings and other special events. This averages out to about 91 persons a day. The greatest percentage of visitors were from the Bay Area and California; however, visitors also came from other U.S. states, Europe, and the Far East.

In addition to in-person visits, the Bureau also receives written requests for information. For the period July to December 1984, approximately 1,088 written information requests were handled by the Bureau. This represents a 14 percent increase from the previous year (same time period). A majority of the requests were made by people intending to visit Sonoma. Requests of this nature have increased 26 percent from 1982 to 1983 (July - December).

Data on how long people stay has not been systematically compiled. One Visitors Bureau statistic indicated that 90 percent stay one day, 9 percent stay two days, and 1 percent stay longer (up to three weeks). (Compiled for the period March 31 to June 30, 1984.) It is not known what portion of the 90% stayed overnight.

### 2. Historic Attractions

Part of what makes Sonoma the city it is today is its deep roots in early California history. The most vivid examples of the city's rich and colorful past are the historic buildings in and around the Plaza. These resources from the past impart a sense of timelessness to Sonoma and are one of the city's main visitor attractions.

The California Department of Parks and Recreation maintains and manages the major historic buildings in Sonoma. The Department was contacted for visitor attendance data at the various establishments. The information gathered shows that between 1974 and 1984, the total number of visitors has increased by 38%.

Table TE-1

**Number of Visitors to the State Historical Attractions  
City of Sonoma**

<u>Site</u>	<u>Number of Visitors</u>		<u>% Change</u>
	<u>1974</u>	<u>1984</u>	
Sonoma Mission	75,310	87,908	+17
Vallejo Home	62,615	49,890	-20
Casa Grande/ Sonoma Barracks	82,674	166,681	+100
TOTAL	220,599	304,479	+38

---

Sonoma is part of Region 1 in the State Park system. In addition to the Sonoma area, this region includes Cascade, Napa, Marin, Russian River and Mendocino. In 1983, over 837,000 visitors came to the State Park facilities in the Sonoma area (including Jack London, Anadell, Sugarloaf, the Petaluma Adobe and the above listed sites in Sonoma). The attractions in the Sonoma area drew about 36% of the total visitors to Region 1 during 1983.

### 3. Wineries

In addition to a fascinating history, Sonoma boasts several outstanding wineries. There are seven such facilities located within or adjacent to the city limits: Sebastiani, Buena Vista, Gundlach Bundschu, Haywood, Hacienda, Hanzell, and Ravenswood. They were all contacted regarding visitor figures. Many of the smaller establishments do not keep detailed records; however, enough information was gathered to give an idea of the role wineries play in Sonoma's visitor trade.

Sebastiani Winery provided visitor figures based on the number of visitors taking the wine tour. Allowing for a margin of error (the counting is done manually), the figures revealed a steady increase from 110,700 visitors in 1974 to 191,000 in 1984--approximately 7% per year.

Gundlach Bundschu has recently begun aggregating visitor figures based on the number of glasses used. (Generally only one glass is allowed each visitor.) Data for the last two years revealed a total of 22,000 visitors in 1983 and 24,300 in 1984.

While precise figures were not available from the other wineries, estimates ranged from 12 visitors per day dur-



ing an off-season rainy day to 375 per day during the peak season.

#### D. LODGING FACILITIES

The Sonoma visitor is offered an array of lodging facilities ranging from moderate-sized hotels to small bed and breakfast inns. According to the Visitors Bureau, there are 21 establishments in the valley which provide overnight accommodations (267 rooms); eight facilities are located in the city of Sonoma (107 rooms-approximately 40 percent of the total rooms available in the valley). These facilities are listed below along with the number of rooms provided at each establishment:

Table TE-2

Existing Lodging Facilities in Sonoma Valley  
March 1985

<u>Establishment</u>	<u># of Rooms</u>
<u>Inside the City</u>	
Au Relais B & B	4
El Dorado Inn	30
El Pueblo Motel	38
Kate Murphy's Country Inn	1
Sonoma Hotel	17
Thistle Dew Inn	6
Trojan Horse Inn	7
Victorian Garden Inn	<u>4</u>
Subtotal	107 rooms
<u>Outside the City</u>	
Beltane Ranch B & B	4
Chalet B & B	5
Country Cottage	2
Deerfield Ranch	2
Gaige House Country Inn	5
Gee Gee's B & B	4
London Lodge Motel	22
Sonoma Mission Inn	97
Stone Tree Ranch	1
Sunset House B & B	1
Tanglewood	1
The Waterman's	1
Vineyard View Village	<u>15</u>
Subtotal	160 rooms
TOTAL	267 rooms



Source: Sonoma Valley Visitors Bureau, March 1985

Note: There is one lodging facility in the City's pipeline (Sonoma Valley Inn) which would add 75 rooms, bringing the total number of rooms available in the city to 182 and in the valley to 342 rooms.

Other than the Sonoma Mission Inn (which is relatively expensive), the majority of lodging facilities in the valley cater to families and the individual visitor. Yet, the Visitors' Bureau indicates that there is a demand for facilities that can provide blocks of rooms (ranging from 15 to 150 rooms). From April 1, 1984, to February 1, 1985, the Bureau received 24 such requests (phone and written). The number of rooms requested for group events totalled 1,000 during this period.

In comparison to other small cities which have a strong visitor trade, Sonoma's existing room supply is similar.

Table TE-3

Comparison of Room Supply

City	# of existing rooms
Yountville	82
St. Helena	102
Sonoma	107
Sonoma Valley	338
Calistoga	363
Napa City	661
Carmel	1,200

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Source: Napa Valley Tourism Project.  
Environmental Science Associates.  
November 1984, p. 12; and Sonoma  
Valley Visitors Bureau, March 1985.

E. OCCUPANCY RATES

One measure of supply and demand for rooms in Sonoma is the occupancy rate. While occupancy data is not exhaustive, a study of seven lodging facilities in Sonoma was conducted for the year 1984. A total of 106 rooms were provided by seven facilities (see Table TE-2).

Occupancy rates for the facilities surveyed in the city of Sonoma ranged from a low of 30 percent in December to a high of 70 percent in June with an average of 48 percent. This indicates that rooms are still available even in the peak season and the overall occupancy rate is below 50 percent. According to the Napa Valley tourism study cited above, the breakeven point for lodging facilities is 65 percent overall occupancy (p. 19).

**Table TE-4**

**1984 Occupancy for Seven Lodging Facilities in Sonoma  
February 1985**

<u>Month</u>	<u># of Rooms Available</u>	<u>Actual Occupancy</u>	<u>% of Occupancy</u>
January	2,015	634	31
February	1,950	787	40
March	2,015	888	44
April	1,950	1,001	51
May	2,015	1,231	61
June	1,950	1,367	70
July	2,015	1,396	69
August	3,286	1,706	51
September	3,180	1,680	52
October	3,286	1,501	45
November	3,180	1,093	34
December	3,286	989	30

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Source: Lisa and Scott Olmstead, local proprietors. Only facilities inside the city were surveyed; Kate Murphy's Cottage was excluded as no occupancy figures were available.

The Visitors Bureau also has some dates which sheds light on the question of occupancy/vacancy of existing facilities. The Bureau surveyed the 21 establishments listed above from April to December 1984 on Saturdays at 4:00 p.m. to determine which were filled and which still had rooms available. About 13% of the time 100% of the facilities were filled. Most of the time, about half were filled. This suggests that there are rooms available for the most of the year. (It should be noted that this is not a true reading of occupancy rate as it is based on percent of facilities filled, not number of rooms occupied.)

Table TE-5

Percent of Facilities Filled in Sonoma Valley  
April through December 1984

<u>% Filled</u>	<u># Saturdays</u>
100	5
75-99	1
50-74	11
25-49	16
0-24	6
	39

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Source: Sonoma Valley Visitors Bureau, 1984

The Bureau does have vacancy figures for January 1985 that are based on room occupancy rates (rather than percent of facilities filled as is shown in Table 5). These more recent figures indicate a vacancy rate ranging from 69% to 34%, with a median of 50%. This figure is still below the breakeven point reported in the Napa Valley study - 65%.

#### F. EMPLOYMENT

Census data on employment in Sonoma and the valley suggest a relationship between tourism and local jobs. The largest employer in Sonoma is the retail trade (20%), followed by health services (14%) and business services (13%). For the valley, health services rank first (18%), followed by retail (17%). Interestingly, agriculture ranks as one of the lowest employers. This distribution pattern is expected to continue unless a major business firm locates in the valley or other significant changes are made in the current land use mix.

The percentage of employment in the retail trade sector in Sonoma (20%) is somewhat higher than in St. Helena, Napa County and California - 15%, 16% and 17% respectively. This indicates the dominance of this industry in Sonoma's local economy and suggests that the retail trade is an important source of income.

#### G. TRAFFIC

There is a perception in Sonoma that many of the city's traffic problems are due to tourist traffic. At this time, there is no data to either support or deny this view. The only way to accurately assess this issue is through an Origin/Destination Traffic Study, wherein auto drivers are interviewed regarding their departure and destination points. Such a study has been be conducted by the County as part of the Highway 12 Corridor

Study; however, at the time of this writing the results of the study were not available. The information developed will be particularly helpful to the City in assessing the true impact of tourism on its circulation system.

In an attempt to establish some indication of the impact of tourist traffic in the Plaza area, the Visitors Bureau had the Sonoma Police Department's Explorers undertake a parking survey from 9 a.m. to 5:30 p.m. during the weekend of March 2 and 3, 1985. The study encompassed the area surrounding the Plaza and the Barracks parking lot. Every parking stall in the study area was numbered on a map. Once every hour, every other stall was checked and the license plate number recorded. If the car in the adjacent stall had moved during the previous hour, the new license plate number was also recorded. This methodology allowed greater coverage while providing data on parking turnover.

There are certain limitations to this survey:

1. The survey period was extremely limited;
2. Not every stall was evaluated every hour;
3. The survey only indicates the most current place of registration. It does not account for the possibility that the car could be registered in a location other than the driver's home address or that the car could be borrowed or rented.

Because of the above factors, the survey cannot be used to determine the origin/destination of an auto; however, the survey does provide some interesting observations on traffic in and around the Plaza. The study showed that of the total of 843 cars surveyed, 43% were registered locally (within Sonoma Valley); 12% were registered in the Santa Rosa, Napa and Novato area; and 45% were registered elsewhere. The distribution indicates slightly more autos registered outside the area than locally (within the valley).

The City is actively seeking ways to provide additional public parking in the Plaza area. The City Council has negotiated a lease for the Casa Grande parking lot and the City Planning Department has conducted a survey which identifies the location of vacant sites that might be suitable for public parking areas. The next step in this process will be to approach the various owners of these properties to determine their availability for lease.



## H. REVENUES AND COSTS

There is not sufficient data available to construct a detailed analysis of the economic effects of tourism on the city. There are several areas of information, however, that shed light on the subject.

The economic benefits of tourism on Sonoma are reflected directly in the City's transient occupancy tax (TOT) and indirectly in the retail sales tax. A review of revenues from these two sources since the 1974 Plan shows an almost 300% increase in TOT tax and a 200% increase in sales tax. These increases are a function of many factors including inflation, the addition of lodging facilities, increases in room rates and the addition of retail outlets (most notably Sonoma Marketplace). Over this same time period, the share of the City's General Fund revenues attributable to TOT and sales tax has also increased. This is largely attributable to the passage of Proposition 13 and the resultant decrease in the gross amount of General Fund revenues.

Table TE-6

### City TOT, Sales and General Fund Revenues 1974-1985

<u>Year</u>	<u>Total General Fund Revenues</u>	<u>TOT</u>	<u>Sales</u>	<u>% TOT</u>	<u>% Sales</u>
74-75	\$1,021,817	\$ 8,797	\$192,296	.9	18.8
75-76	1,076,509	10,334	226,853	1.0	21.1
76-77	1,282,760	11,111	281,461	.9	21.9
77-78	1,512,884	13,367	321,038	.9	21.2
78-79	1,043,525	14,710	372,293	1.4	35.7
79-80	1,180,234	17,354	462,318	1.5	39.1
80-81	1,379,501	20,605	528,104	1.5	38.3
81-82	1,518,708	22,935	587,684	1.5	38.7
82-83	1,530,644	26,877	585,453	1.8	38.2
83-84	1,638,534	34,745	650,090	2.1	39.7
84-85	1,965,830	49,360	748,957	2.5	38.1

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Source: City of Sonoma

During the period 1983-84, revenues generated by TOT in other nearby communities were considerably higher. It should be noted that Yountville, Napa and St. Helena have a 10% TOT rate while Sonoma's is 6%. Staff had proposed a 10% rate in January 1984, but the Council rejected the proposal based upon the opposition of the Chamber of Commerce and local proprietors.

Table TE-7

Comparison of TOT in Sonoma and Other Cities  
1983-84

<u>City</u>	<u>TOT</u>
Napa City	\$551,946
Calistoga	278,645
Yountville	123,221
St. Helena	104,906
Sonoma	34,745

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Source: Napa Valley Tourism Project.  
Environmental Science Associates.  
November 1984. p. 15; and City of  
Sonoma tax records.

The six top generators of sales tax dollars in Sonoma during 1983-84 were restaurants, drug outlets, grocery stores, service stations, new car dealers and building materials. (Source: City of Sonoma, Local Sales Revenue, 1983-84). Compared to other cities, Sonoma ranked second in terms of sales tax per capita during this time period:

Table TE-8

Comparison of Sales Tax Per Capita  
1983-84

<u>City</u>	<u>Sales Tax Per Capita</u>	<u>Rank on Per Capita Basis</u>
Healdsburg	122	1
Sonoma	94	2
Sebastopol	89	3
Cotati	89	4
Santa Rosa	76	5
Petaluma	60	6
Cloverdale	46	7
Unincorporated Co.	43	8
Rohnert Park	30	9

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Source: City of Sonoma. County of Sonoma  
Sales Tax Distribution. 1983-84.

## I. TECHNIQUES FOR MANAGING TOURISM

To provide a perspective on how Sonoma might address tourism in the future, a survey of techniques used by five other communities was conducted. The types of planning tools used ranged from designating specific areas for tourist related activities and facilities to imposing a moratorium on additional tourist-inducing development.

The paragraphs below briefly describe the situation faced by the particular community and how it was addressed. Information for this section was largely derived from the Napa Valley and St. Helena tourism reports prepared by Environmental Science Associates in 1983 and 1984. This information was supplemented by telephone calls to several of the Cities mentioned below.

### 1. The City of Napa

Currently the City is not viewed as a destination point; people pass through or stay overnight on their way to the wineries upvalley. The City is beginning to examine how it can develop its own cultural resources into an attractive, visitor serving industry. The focus is presently centered on revitalization of the City's waterfront area and renovation of historic buildings into Farmers' Markets and crafts centers.

Napa's current General Plan, although relatively silent as to tourist commercial development in its land use element, does indicate areas appropriate for tourist commercial development (primarily along Highway 29 and the Napa River). There is one policy which states that tourist commercial should be promoted. The City has a special zoning designation which directs tourist oriented services to particular areas within the city (CL-Limited Commercial). Although commercial zoning in the downtown area does permit tourist retail, it has not occurred to any great extent.

The study of tourism in the Napa Valley recommended a number of ways to address the future role of tourism within the context of the valley and Napa city. Some of these could be considered for Sonoma:

- Establish a valley-wide planning committee,
- Prepare a model tourism management element,
- Develop a comprehensive data base for lodging,
- Evaluate commercial orientation in project review (visitor or local serving),
- Establish a valley-wide shuttle system,

## 2. St. Helena

St. Helena recently conducted a study similar to Napa's, in response to concerns about the effects of tourism on the social and economic life of the community. The study pointed out that the City's current General Plan policies lack direction on what role tourism should play in the community. The commercial zones do not specifically state whether local or visitor serving uses should be permitted.

The study recommended that the City:

- Clarify and strengthen land use policies to clearly indicate the City's desired direction for commercial development (both local and visitor),
- Clarify the purpose of commercial zoning districts,
- Develop policies specific to destination type tourist facilities (e.g. no accommodations larger than what now exist),
- Accompany all policies with realistic methods of implementation.

## 3. Sausalito

Control of tourist-oriented uses in Sausalito is accomplished primarily through the zoning process. The current General Plan states the community's desire to confine tourist-serving facilities to the central downtown area thus protecting adjacent neighborhood commercial areas. Two of the city's six commercial districts exclude tourist-oriented uses; in particular, the C-R district (commercial residential) specifies commercial uses for city residents.

While this approach is reasonably successful in guiding tourist-oriented uses to particular areas of the city, there are some problems with the interpretation of tourist versus local serving. If a proposed use is not specifically mentioned in the zoning district, it is evaluated by a use review board to determine its consistency with the intent of the district.

## 4. Carmel

The City of Carmel has spent considerable time and money addressing the regulation of tourism. Because existing tourist and local serving commercial development is tightly interwoven, the City does not promote segregation but instead emphasizes confinement of the total commercial area and limiting the number of tourist-oriented uses permitted within that area. The Plan establishes the concept that no business license or business use should be permitted unless it contributes to the residential character of the city.



To determine whether a proposed business would be in conformance with this directive, a Business License Review Board has been established. The Board consists of the Planning Director, Fire Chief, Police Chief, City Administrator, City Building Inspector, the Planning Commission Chairman, a representative of a local business association and a member of the general public. The Board evaluates whether a particular business is warranted according to General Plan policy and the number of like businesses already in existence.

Carmel's General Plan policies and License Review Board will likely be controversial. The procedures they establish are questionable from a legal standpoint; however, they do indicate the community's commitment to attempt to achieve a greater balance between local and visitor serving uses.

#### 5. Berkeley

While Berkeley is not considered a tourist attraction per se, there was citizen concern for maintaining the integrity of neighborhood shopping areas. To that end, the City implemented two controversial measures: commercial rent control and regulation of the number and type of retail establishments. These measures currently apply only to the Elmwood commercial district which is a small neighborhood commercial center surrounded by residential uses. It is located, however, on a major travel corridor that leads directly to the UC Berkeley campus.

The commercial rent ordinance works much like residential rent control in that a rent stabilization date is established and the amount of subsequent rent increases capped. The ordinance which regulates commercial uses for the Elmwood district specifically states that commercial development in the district is to serve the everyday needs of the neighborhood. The ordinance stipulates not only the types of uses (restaurants, clothing stores, bookstores, etc.) but also specifies the maximum number of each type (e.g. 2 banks, 10 food service establishments, 6 women's clothing stores, etc.).

Again this is a fairly controversial procedure and, as yet, has not been legally challenged (the land use ordinance was adopted in July 1984). It does, however, indicate a high level of community commitment to maintaining a balance between local and visitor serving uses.

#### J. **MAJOR AREAS OF PUBLIC CONCERN**

Because tourism is an important issue to Sonoma residents, an entire Town Meeting was devoted to the topic. The major

questions discussed and opinions expressed are summarized below. (For a full account, refer to the minutes from that meeting which are available from the Planning Department).

1. Who is a Tourist?

Generally it was felt a tourist is someone who does not live in Sonoma Valley and who comes to Sonoma for recreation or pleasure, not business.

2. How should the City Manage Tourism?

There was strong opinion that Sonoma is, and should remain, a residentially oriented community. Opinions were divided on who should come first - citizens, tourists or a balance between.

Questions were raised regarding how far ahead the City should look when considering additional tourist facilities - provide more now, wait and see or establish benchmarks. It was felt that Sonoma provides a unique visitor experience that should be continued.

There was fairly strong reaction that the City should not spend tax dollars to promote tourism. It was felt activities/events should be designed with the residents first in mind.

In addition to comments made at the Town Meeting, public opinion on managing tourism was also garnered during the Public Opinion Survey conducted in August 1984. The response to the question "what should the City's position be regarding tourism?" was as follows:

39%	promote
38%	leave alone or maintain current level
8%	reduce
15%	other or no opinion

The responses are fairly split between promote and maintain, suggesting a balance between the two.

3. What are the positive effects of tourism?

A number of benefits resulting from tourism were identified:

- Helps retain agricultural land,
- Helps retain historical buildings,
- Helps keep local businesspersons in business,
- Provides a wide variety of restaurants,
- Promotes development of additional support services,

- Contributes tax dollars directly through TOT and indirectly through sales tax and spending by locally employed residents.

4. What are adverse effects of tourism and how can they be solved?

Adverse effects of tourism identified in the Town Meeting included:

- Traffic on Highway 12,
- Not enough parking around Plaza for residents or visitors,
- Added demands on police services,
- Litter in the Plaza,
- Commercial uses are encroaching into neighborhoods,
- Businesses are shifting from resident to visitor serving,
- Added noise and fumes from traffic, particularly tour buses,
- Tourist crowds in the Plaza area make it undesirable for use by local residents.

Solutions to some of the negative effects were suggested including:

- Rerouting Highway 12,
- Centrally locating tour buses,
- Providing jitneys/mini-vans,
- Restricting/coordinating truck deliveries,
- Promoting walking through signs and maps.

Most of these solutions have been incorporated into various General Plan Policies or Implementation Programs.







# HISTORIC AND ARCHAEOLOGICAL RESOURCES ELEMENT



# HISTORIC AND ARCHAEOLOGICAL RESOURCES ELEMENT

## PURPOSE OF ELEMENT

A historic resources element is not a required part of the General Plan but may be included as an optional element as permitted by the General Plan guidelines (Government Code Section 65303). Historic preservation and archaeological concerns are both be addressed in this element.

### Rich history

The city of Sonoma has enjoyed a rich history which, coupled with a sensitive community, has resulted in noteworthy preservation activities within the last twenty years. Local community support has paved the way for the adoption of historic preservation ordinances and a strong design review process.

The purpose of the Historic and Archaeological Resources Element is to provide background information on Sonoma's past, and to establish a policy basis for the preservation mechanisms the City currently has in place. A number of documents dealing with cultural resource protection in Sonoma are incorporated into this element by reference. These documents are available from the City Planning Department.

## SUMMARY OF EXISTING CONDITIONS

Sonoma is perhaps unique since much of its historic past has survived relatively intact over a century of growth, change and development. This creates a sense of historic continuity which is all the more exciting since many of the historic buildings are being actively used as part of the daily lives of community citizens.

Many historic structures located in Sonoma are listed on Federal and State registers. Additional information on buildings and



sites listed on the National Register of Historic Places, as well as other sites of historic significance listed on the City's historic site survey, are included in the background section of this element. The survey may be reviewed at the Planning Department.

## GOALS AND POLICIES

The goals and policies developed for this element reflect the City's desire for cultural and historical resource preservation, while allowing for new, compatibly designed structures within historic areas.

Historic  
preservation

**GOAL 1: PRESERVE AND ENHANCE SONOMA'S CHARACTER AS A LIVING, HISTORIC COMMUNITY**

Reuse

**Policy 1:** Historically and architecturally significant buildings and features designated in the City's 1979 historic site survey shall be preserved and reused.

New  
construction

**Policy 2:** New construction shall be architecturally compatible with any adjacent, historically significant structures or sites. In areas where it is not directly adjacent, new construction should complement the overall scale and historical character which prevails throughout Sonoma.

Public  
awareness

**Policy 3:** Awareness of Sonoma's history should be promoted through the provision of walking tours, special events and educational brochures. (See Tourism Element implementation program No. 1)

Historic  
backdrop

**Policy 4:** The City shall recommend against intensive development and promote preservation of property constituting the Historic Hillside backdrop located along, and directly adjacent to, the northerly city



limits line. (Also see Conservation and Open Space Policy No. 3)

Archaeological  
preservation

**GOAL 2: PRESERVE AND PROTECT SONOMA'S  
ARCHAEOLOGICAL RESOURCES**

Environmental  
review

**Policy 5:** Archaeological concerns shall be considered during the environmental review and development review process.

Excavation

**Policy 6:** Excavation in archaeologically sensitive areas shall be prohibited until a thorough reconnaissance by a qualified archaeologist has been conducted.

Artifacts

**Policy 7:** The City shall require preservation or removal of artifacts found to be archaeologically significant as determined and recommended by a qualified archaeologist.

Adobe

**Policy 8:** The City shall require preservation of any adobe structures or materials found during new construction or during reconstruction or remodeling of historic buildings.

**IMPLEMENTATION PROGRAMS**

Adaptive

1. Retain existing zoning which allows adaptive reuse of historic or architecturally significant buildings.

Responsibility: City Planning Commission and City Council

Architectural

2. Retain existing zoning which provides for architectural review of all new major buildings within the city in order to ensure new construction which is architecturally compatible with existing structures.

Responsibility: City Planning Commission, City Council and Architectural Review Commission

Landmarks	<p>3. Retain the Local Landmark Ordinance and promote its use through publication and distribution to all interested members of the public.</p> <p>Responsibility: City Planning Commission and City Council</p>
Historic District	<p>4. Retain the existing Historic District boundaries as promoted by the 1974 General Plan (See Figure HAE-1). Also, attempt to certify the Historic District boundaries and regulations with the State Office of Historic Preservation so that property owners within the district may benefit from any economic or tax incentives provided for rehabilitation of historic properties.</p> <p>Responsibility: City staff</p>
Boundary expansion	<p>5. Apply for an expansion of the National Landmark Boundary to include the Sonoma Community Center and some surrounding areas.</p> <p>Responsibility: City staff initiates application</p>
Sensitivity map	<p>6. Produce a map of archaeologically sensitive areas to be used during environmental review and design review of new projects.</p> <p>Responsibility: City staff in cooperation with a qualified archaeologist</p>
Historic code	<p>7. Maintain the use of Title 24, Part 8 (the Historic Building Code) when reviewing, remodeling and reconstruction of historic structures.</p> <p>Responsibility: City staff</p>

# HISTORIC ZONES

## LEGEND:

----- CITY OF SONOMA HISTORIC DISTRICT

----- SONOMA PLAZA NATIONAL HISTORIC LANDMARK\*

### BOUNDARIES

- ..... CITY LIMITS
- PRIMARY SPHERE OF INFLUENCE
- SECONDARY SPHERE OF INFLUENCE
- PLANNING AREA

\*SEE FOLLOWING FIGURE FOR LOCATIONS OF HISTORIC STRUCTURES.

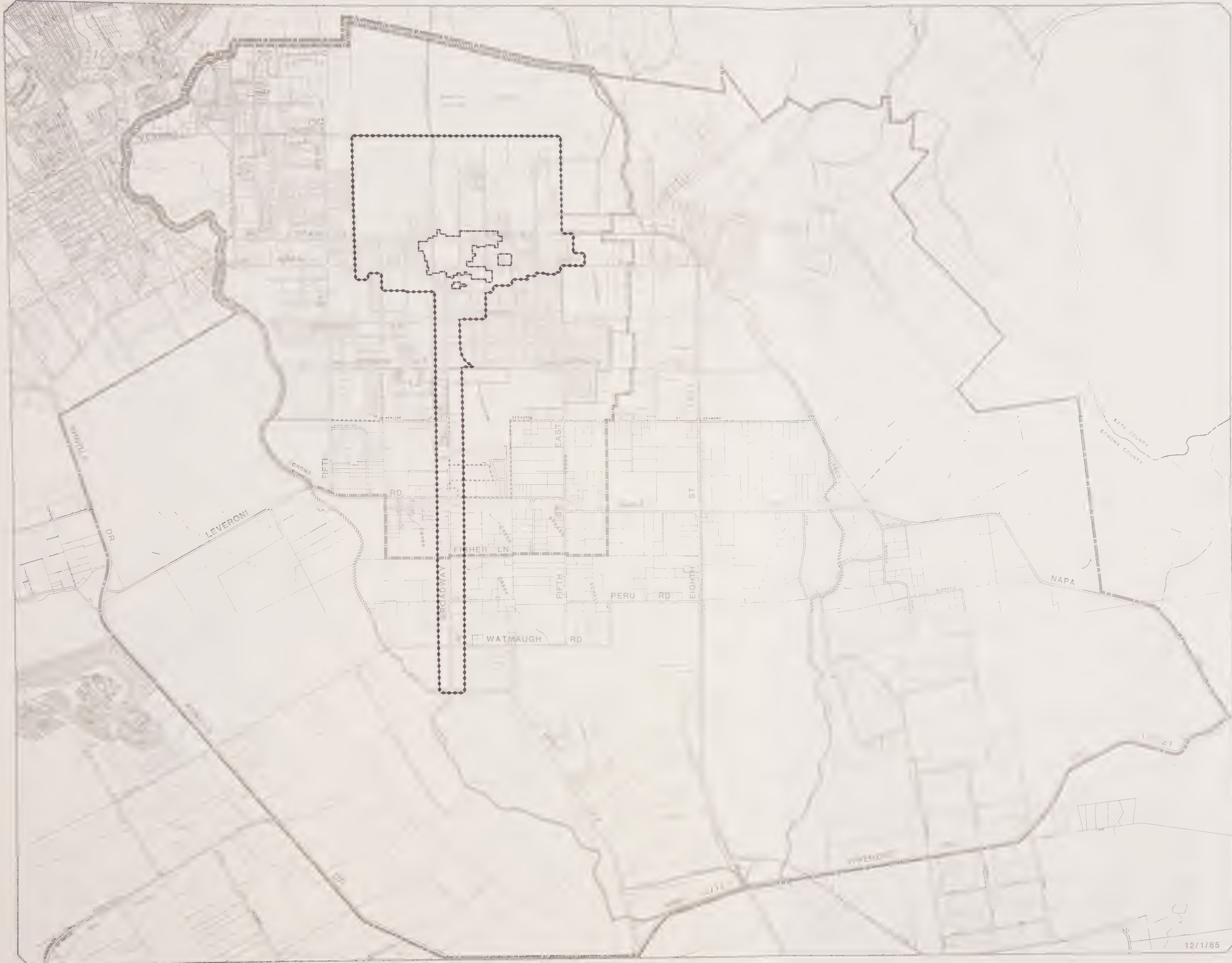
## CITY OF SONOMA 1985 GENERAL PLAN



SCALE:  
0 600 1800 3000

SONOMA PLANNING & BUILDING DEPT.  
BRENDA GILLARDE, CONSULTANT

12/1/85









BACKGROUND DATA FOR HISTORICAL AND  
ARCHAEOLOGICAL RESOURCES ELEMENT



This section contains background information and further details of existing and proposed cultural resource programs within the City of Sonoma. Items included are:

- A. Historical overview of the City of Sonoma
- B. Planning overview of cultural resource activities in the City of Sonoma
- C. Why provide a Historical and Archaeological Resources Element?

#### **A. HISTORICAL OVERVIEW**

Sonoma, with its varied history, has been managed under several different types of municipal governments. On June 24, 1835, the Mexican Governor of California issued orders establishing the pueblo or town of Sonoma. Since it was a military outpost, the local government consisted of one individual, Commandant M.G. Vallejo.

About 1841, an alcalde, or civil head of government, was appointed. The full duties usually given an alcalde such as Mayor, Judge, Tax Collector, etc. were not given to this new position. It was more ceremonial and clerical since the first alcalde was Jacob Leese, Vallejo's brother-in-law.

The pueblo continued to grow with more settlers coming to this fertile valley to claim land granted to them from the real head of government, M.G. Vallejo. This ended on June 14, 1846 with the proclaiming of the California Republic in the Plaza of Sonoma. There was no official local government during the short-lived California Republic until July 9, 1846 when the United States Navy took charge of Sonoma with Lieutenant Revere (Paul Revere's grandson) left in military charge of Sonoma.

The United States Government took complete charge of California with the signing of the Treaty of Guadalupe Hidalgo which transferred California from Mexico to the United States of America in February 1847.

The United States Military Governor of California wanted a smooth transition of government, so he established numerous alcalde pueblos in California with established pueblos as the local capitals. The Sonoma District went from San Francisco Bay to the Oregon border, and east to the Sacramento Valley.

The Military Governor appointed most of Sonoma's alcaldes and the citizens of the area elected the town council. The first City Council was established on February 5, 1847. As the new Territory of California was becoming "Americanized", the Sonoma City Council was in the forefront

of establishing ordinances, rules and, of course, collecting taxes. In April of 1850, with California heading toward statehood, Sonoma was incorporated for the first time as a city of approximately eight square miles. (It should be noted that the secondary sphere of influence line approximates this boundary.) A Mayor, Council, Assessor, Judge, Treasurer, Marshall and Clerk were all elected local citizens. The city, which was also the county seat until 1854, prospered except for one ongoing problem. There were many lawsuits filed against the City due to land disputes caused by inaccurate Mexican land grants.

To avoid municipal bankruptcy, the City disincorporated around 1860 and turned over its jurisdiction to the County of Sonoma. In 1863, the City reorganized the same area and attempted to rebuild a local government. The same problems of land disputes continued. The end of the Civil War and reconstruction of the South occupied most of the Federal attention with slow and ineffectual service coming from the Federal Land Office.

The year 1881 arrived with Sonoma filing for reincorporation, though not as a city of eight square miles, but as only one square mile: from Fifth Street East to Fifth Street West, and from MacArthur Street (then Germany Street) to the foothills. Also, there was no City Council or Mayor, but instead an elected three-member Board of Trustees and City Clerk.

Between World War I and World War II, the City only changed from a Board of Trustees to an elected five-member Council, an elected Treasurer and City Clerk. Sonoma continues with this same structure to this day.

## **B. OVERVIEW OF PRESERVATION ACTIVITIES IN SONOMA**

Design review guidelines and procedures, and Historic District regulations now embodied in the City's Zoning Ordinance have evolved gradually through the last two decades. The Old Sonoma Preservation Commission was formed in the early 1970's in response to a perceived need to preserve and enhance Sonoma's historic character. This Commission presented a report to the Planning Commission and City Council in 1971 and 1972 recommending establishment of a zone of historic influence, an Architectural Review Commission, and design guidelines for use by the Architectural Review Commission.

This report provided background information to the City's General Plan revision accomplished in 1973 and 1974. The 1974 plan contained strong recommendations for a zone of historic influence in much the same configuration as recommended in the Old Sonoma Preservation Commission report.



In 1975, the new Zoning Ordinance was adopted to be consistent with the 1974 General Plan. Included in the ordinance is a set of Historic District regulations which are combined with basic zoning district regulations in areas covered by the zone of historic influence.

In 1976 and 1977, the Historic District regulations were amended, redefining Architectural Review Commission responsibilities and upgrading the Architectural Review Commission to full commission status with decisions appealed directly to the City Council. The Council also considered amending the Historic District boundary, but no action was taken.

In 1978 though 1979, the Historic Site Survey, the original purpose of which was to help redefine the Historic District boundary, was completed by the Sonoma League for Historic Preservation under contract with the City and County of Sonoma. Since 1979, additional design review guidelines have been adopted by the Architectural Review Commission.

A committee, consisting of Planning staff, members of the Architectural Review Commission and members of the Sonoma League for Historic Preservation, recommended that the Planning Commission and City Council adopt a Local Landmark Ordinance providing both recognition and protection to local landmarks. Ordinance No. 84-4, adopted in June of 1984, embodies the recommendations of this committee.

#### **C. WHY PROVIDE A HISTORICAL AND ARCHAEOLOGICAL RESOURCES ELEMENT?**

The citizens of Sonoma and their elected City Councils have long been concerned about historic preservation and archaeological reminders of the City's past. This concern is evident in the preceeding overview of cultural resource activities in the City of Sonoma. Besides this concern for historic preservation there are cultural, economic, and planning benefits which may be derived from an active cultural resource preservation program.

##### **1. Cultural Benefits**

Page 3 of the State of California Historic Preservation Element Guidelines states, "The presence of the past can expand our understanding of who we are, where we have been and where we, as a community, might be going. The tangible presence of buildings and sites that speak of other times are a form of history that enables us to chart our way to the present and future. The styles, materials and tastes of past inhabitants continue to supply imaginative alternatives to present choices." "Good buildings can be designed to replace existing buildings, but no community can create a historic architectural legacy. The unique artistic and human qualities

of historic areas cannot be recreated once they are lost to neglect or demolition. The recycling and rehabilitation of useful structures provides the vital mix of old and new that gives a community its unique identity." (City of Napa, Historic Resource Element)

Historic buildings within Sonoma contribute to, and help define, a sense of place for community inhabitants. The continued use of historic buildings within the downtown area by tourists and residents alike keep the area vital. These surviving cultural resources establish that the city has had a unique past and is decidedly different from other areas in the county and the state. Their existence also contributes to the "small town, rural" character of the city which is often mentioned.

## 2. Economic Benefits

Some of the economic benefits relating to cultural preservation are described in the Tourism Element. Other economic benefits include:

### a. Higher Property Values

Rehabilitated and protected historic sites and districts become desirable places in which to locate businesses of all kinds, ranging from professional offices to tourist-serving commercial uses. Increased property values are the result of this attractiveness.

### b. Increased Retail Sales and Increased Commercial Rents

An economically healthy commercial downtown area produces obvious sales tax benefits for the community as a whole, but due to the increased property values described above, commercial rents also increase. While this may be beneficial to property owners, inordinately high rents may encourage an unwanted transition of the Plaza area from one that is now both tourist and local-serving to one that would be primarily tourist-serving.

### c. Lower Replacement Cost

Restoration of existing structures can be cheaper, and the value returned per square foot greater, than with new construction.

d. Increased Tax Revenue

If historic restoration raises the assessed value of historic structures, tax revenues to local governmental entities will increase.

3. Planning Benefits

Inclusion of a Historical and Archaeological Resources Element in the City's General Plan provides policy support for ongoing preservation activities in the community. The Historical and Archaeological Resources Element gives the Planning Commission and City Council legal authority to pursue additional preservation goals. The General Plan consistency requirement of Government Code Section 65860 further assures local citizens and decision-makers that future community planning will reflect preservation goals when cultural resource preservation becomes public policy through General Plan element status.







# CONSERVATION AND OPEN SPACE ELEMENT



# CONSERVATION AND OPEN SPACE ELEMENT

## PURPOSE OF ELEMENT

This element combines two mandated General Plan elements - conservation and open space. Because these two elements complement each other, they are often integrated into one element. Conservation emphasizes the wise management of natural resources; open space encompasses this concept and specifies different kinds of uses for various types of open space.

The purpose of the Conservation and Open Space Element is to provide policy guidance for the protection and management of the city's open-space lands. According to the General Plan Guidelines, open space is "any area of land or water which is essentially unimproved and devoted to one or more of the following uses: habitat protection, managed production, outdoor recreation and public safety."

## SUMMARY OF EXISTING SETTING AND FUTURE CONDITIONS

Most of the open space in the Sonoma Planning Area is agricultural land with the remainder in hillsides, creeks and parks (see Fig. COE-1). Although the agricultural areas are primarily under County jurisdiction, their conservation is a high priority of the City's because they: 1) create a greenbelt around the perimeter of town; 2) provide a resource-based economy for the Valley; and 3) contribute to the country atmosphere that characterizes life in Sonoma.

The hillsides surrounding Sonoma form a scenic backdrop that has become synonymous with the town's character and charm. The most significant area is directly adjacent to the city's northern edge, extending from Michael Drive on the west to Schocken Hill on the east. This section of hillside is important because it can be viewed at close range from several vantage points inside the city.



The Sonoma Planning Area is bordered by two perennial creeks and traversed by three others. The most significant is Sonoma Creek which, in addition to its natural beauty and extensive riparian vegetation, provides a home to California's native steelhead and several bird species which are unusual for this area (the woodduck and the chat).

Presently there is adequate land developed for the outdoor recreation needs of Sonoma residents. The city contains about 28 acres of developed parkland (including bikeways); the addition of Maxwell Farms (an 89 acre, county-owned regional park 5 minutes north of Sonoma on Highway 12) will significantly expand existing recreational opportunities including field sports, open turf games, picnicking, walking and jogging. It will also provide facilities for community events such as rodeos, fairs and festivals.

Future parkland planning in the city will focus on the provision of neighborhood parks in new residential subdivisions, implementation of the City's Bikeways/Pathway Plan and continued development of joint City/County and City/public school recreation facilities. Figure COE-1 in this element depicts the Open Space/Recreation Plan for the city of Sonoma and its environs; page COE-6 contains a discussion of this plan.

Additional information on open space/recreational lands in the Sonoma Planning Area is contained in the background section of this element. In addition to categorizing open space lands within the planning area, it contains an inventory of city, county and state parks and standards for developing different types of recreational facilities.

## **GOALS AND POLICIES**

The goals, policies and implementation programs contained in this element are directed toward preservation of the agricultural greenbelt, retention of the natural hillsides, enhancement of the city's natural creeks through a greenway



system, and provision of adequate neighborhood recreational facilities. They also incorporate citizen concerns for youth facilities, bikeways and active sports facilities.

Agriculture

**GOAL 1: PROMOTE THE CONTINUANCE OF AGRICULTURAL ACTIVITIES WITHIN AND SURROUNDING THE CITY**

Parcelization

**Policy 1:** The City shall recommend against parcelization and/or subdivision development in areas delineated as "agricultural or conservation lands" on the Open Space/Recreation Plan. (These designations correspond to the AG, AR, and HP designations on the Land Use Plan in the Community Development Element).

Local support

**Policy 2:** The City shall encourage activities which support local agriculture such as farmers markets, on-site sale of produce, neighborhood gardens and orchards, and special events celebrating local products (e.g. the Vintage Festival).

Other resources

**GOAL 2: PROMOTE THE PROTECTION, MAINTENANCE AND WISE USE OF THE COMMUNITY'S NATURAL RESOURCES**

Hillsides

**Policy 3:** The City shall recommend against hillside developments that are inconsistent with the Community Development Element. (Hillside areas are denoted by HP on the Land Use Plan).

Habitats

**Policy 4:** Natural habitats which support rare or endangered plants and wildlife shall be preserved.

Creeks

**Policy 5:** Sonoma's perennial creeks and associated riparian corridors shall be kept as natural greenways throughout the city. The five creeks in this category are: Sonoma, Arroyo Seco, Fryer, Nathanson and Schell. Setbacks shall be in accordance with Chapter 19.44.040 SMC.

Channelization	<b>Policy 6:</b> Any channel improvements or maintenance to existing creeks shall retain the creek's natural configuration and vegetation.
Gravel extraction	<b>Policy 7:</b> The City will discourage gravel extraction along Sonoma Creek within the City's Primary Sphere of Influence unless it can be demonstrated that no significant environmental disruption will occur as a result of extraction operations.
Nathanson Bypass	<b>Policy 8:</b> The City will require reservation of land for the Nathanson Creek Bypass, as deemed appropriate by the Sonoma County Water Agency.
View corridors	<b>Policy 9:</b> The visual impact of development located along State Highway 12, the City's bike paths and adjacent to parks shall be considered as part of the environmental review process to determine the effect on public views and view corridors.
Recreation	<b>GOAL 3:</b> PROVIDE RECREATIONAL OPPORTUNITIES FOR ALL SEGMENTS OF SONOMA'S POPULATION
Quantity	<b>Policy 10:</b> A target ratio of a minimum of 5 acres developed parkland per 1,000 persons should be maintained. Additional parkland should be developed when the ratio drops below 3 acres per 1,000 persons. (See background section for discussion of how this ratio should be calculated.)
Neighborhoods	<b>Policy 11:</b> Neighborhood parks should be developed in accordance with the Open Space/Recreation Plan (see Fig. COE-1) and the standards outlined in the background section.

City/County

**Policy 12:** The City should continue to work cooperatively with the local schools and the County in developing recreational facilities for Sonoma residents.

Pathways

**Policy 13:** The City will establish an interconnected system of pathways. This system will include pedestrian paths, bikeways and pathways along natural creek channels, particularly Sonoma Creek. Connections will be developed in accordance with the City's Pathway Plan (see Implementation Program 2). Easements for pathways along creeks and bikeways shall be required as part of the subdivision approval process.

#### IMPLEMENTATION PROGRAMS

Maintain ratio

1. Monitor the city's population on an annual basis to determine the need for additional parkland based on the target ratio of 5 acres per 1,000 persons.

Responsibility: City planning staff

Integrate plans

2. Develop a pathway plan for the city which integrates creekside trails, pedestrian pathways and the City's bikeway plan. The following information should be included in the plan:
  - a. An analysis of existing pathways and future alignments (greenways, alongside creeks or scenic streets within the city);
  - b. Required pathway widths along creeks and streets;
  - c. A map locating existing and planned pathways;
  - d. Appropriate acquisition and maintenance mechanisms for various pathway links;

- e. Desired materials for pathway surfaces;
- f. Recommended landscaping along pathway corridors; and
- g. Recommended size, style and location of signs.

Responsibility: City planning staff in conjunction with local conservation groups and the County's Environmental Resource Department

#### Forum

- 3. Create a forum through the Parks and Recreation Commission to discuss what additional youth, adult, senior and handicapped recreational facilities are desired/needed and how they could be provided.

Responsibility: City staff initiates

#### Species list

- 4. Develop a list of rare or endangered species that are known or suspected to inhabit the Planning Area. Map their locations (both existing and potential). Package this information so that it can be readily accessed by interested citizens or developers.

Responsibility: City planning staff in conjunction with local conservation groups and the County's Environmental Resource Department

### THE OPEN SPACE/RECREATION PLAN

The Open Space/Recreation Plan (Fig. COE-1) translates the preceding goals and policies into land use designations. The Plan specifies the location of conservation areas, delineates the greenway system and provides the general location of potential neighborhood park sites.



Delineation of conservation lands is intended to implement City policies to protect the greenbelt that surrounds the community, the hillside backdrop bordering the northern edge of town and the country character that prevails throughout the community. Lands in the conservation category include agricultural areas, the hillside backdrop extending from Michael Drive to Schocken Hill plus some additional areas along Thornsberry Road, and the Vallejo State Park. The park was included because it contains the largest single piece of open space in the city. It is a historical as well as scenic asset to the community, thus its retention as potential agricultural land or relatively undeveloped parkland is an important element in the community's Open Space Plan.

Neighborhood park locations indicated on the map are general, rather than parcel-specific locations. Their selection was based on the locational criteria outlined on page COE-15. They are intended to flag the need for such a facility when the surrounding neighborhood begins to develop. The type of facilities needed, acquisition methods and funding mechanisms should be determined prior to approval of any major subdivision (5 or more units) within the vicinity of a potential neighborhood park site (generally a 1/2 mile radius).

The Open Space/Recreation Plan also designates greenways primarily along existing creek channels and the proposed Nathanson Creek Bypass. These greenways are intended to provide scenic as well as recreational amenities for the residents of Sonoma. Wherever feasible, pathways for walking, jogging and bicycling will be developed along natural and built channels. Specific pathway alignments will be developed as part of the City's Pathway Plan, which will incorporate existing and future bikeways, pedestrian walkways and creekside trails (see Implementation Program 2).





# OPEN SPACE/ RECREATION PLAN

## LEGEND:

### CONSERVATION AREAS:

- AGRICULTURAL LANDS
- AP AGRICULTURAL PRESERVES
- HILLSIDE BACKDROP

### RECREATION AREAS:

- EXISTING PARKS AND PLAYFIELDS\*\*
- PROPOSED PARKS
- NEIGHBORHOOD COMMUNITY REGIONAL
- BIKEWAYS
- EXISTING PROPOSED
- GREENWAYS

\* SEE COE FIG. #  
\*\* NUMBERS REFER TO FOLLOWING TABLE

## CITY OF SONOMA 1985 GENERAL PLAN



SONOMA PLANNING & BUILDING DEPT.  
BRENDA GILLARDE, CONSULTANT







**TABLE COE-1**

**MAP KEY: Parks and Play-fields**

<u>Map #</u>	<u>Facility</u>	<u>Acreage</u>
1	Maxwell Farms	89.0
2	Olsen Park	2.0
3	Vallejo Home	57.7
4	Eraldi Park	5.6
5	Arnold Field/Verterans Bldg.	4.9
6	Depot Park	4.6
7	Plaza Park	8.5
8	Sonoma Valley Unified High School	17.2
9	Prestwood Elementary School	6.0
10	Pinelli Park	0.5
11	Bond Property	<u>7.0</u>
	TOTAL	203.0

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# AGRICULTURAL PRESERVES

## LEGEND:

- ④ LANDS UNDER WILLIAMSON ACT CONTRACT

### BOUNDARIES

- ..... CITY LIMITS  
- - - - - PRIMARY SPHERE OF INFLUENCE  
/ / / / / SECONDARY SPHERE OF INFLUENCE  
- - - - - PLANNING AREA

NUMBERS REFER TO FOLLOWING TABLE.

## CITY OF SONOMA 1985 GENERAL PLAN



SONOMA PLANNING & BUILDING DEPT.  
BRENDA GILLARDE, CONSULTANT







Table COE-2

## Map Key: Statistics on Agricultural Preserve Lands

<u>Map #</u>	<u>A.P. #</u>	<u>Acreage</u>	<u>1985 General Plan Land Use Designation</u>	<u>Contract Expires</u>
1	127-051-70	20.11	HP	
2	127-051-49	15.84	HP	
3	127-162-18	27.95	AG	
4	127-161-7	3.96	AG	
5	127-161-6	7.01	AG	
6	127-111-65	19.52	HP	
7	127-051-38	35.00 (approx)	AG	
8	126-101-1	86.73	AG	
9	126-101-17	160.95	AG	
10	126-101-10	102.34	AG	1992
11	126-101-12	91.14	AG	1992
12	126-101-13	25.64	AG	1992
13	126-101-14	169.06	AG	1992
14	126-111-13/14	190.31	AG	
15	135-032-1	19.03	AR	
16	128-441-10	11.71	AG	
17	128-391-9	35.00	AG	
18	128-391-22	42.95	AG	
19	128-391-27	202.88	AG	
20	128-391-5	43.42	AG	
21	128-301-25	246.75	AG	
22	128-301-15	53.65	AG	
23	128-301-23	81.89	AG	
24	128-301-2	80.20	AG	

<u>Map #</u>	<u>A.P. #</u>	<u>Acreage</u>	<u>1985 General Plan Land Use Designation</u>	<u>Contract Expires</u>
25	128-301-26	58.09	AG	
26	128-301-24	12.52	AG	
27	23-05-8	3.46	AG	
28	23-03-1	19.58	AG	
29	128-361-12	11.60	CR	
30	126-361-7	20.81	CR	
31	128-373-2	87.06	AG	
32	128-412-2	28.40	AR	

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(1) Unless otherwise noted, the ten year contracts are automatically renewed annually.

**BACKGROUND DATA FOR THE CONSERVATION AND OPEN SPACE ELEMENT**





This section contains additional information on conservation and open space lands within the Sonoma Planning Area. The following topics are covered:

- A. Categories of open space lands.
- B. Standards for recreational facilities.
- C. Major areas of public concern.

## A. OPEN SPACE LANDS

According to the General Plan Guidelines, open space is "any area of land or water which is essentially unimproved and devoted to one or more of the following uses: habitat protection, managed production, outdoor recreation and public safety."

Using the above described categories, open space in the Sonoma Planning Area can be classified as follows:

### 1. Lands for Habitat Protection

Sonoma's perennial creeks (Sonoma, Arroyo Seco, Fryer, Nathanson, and Schell), riparian vegetation along these creeks, the hillside backdrop stretching from Michael Drive to Schocken Hill, the hillside areas extending from Schocken Hill southeast along Thornsberry, and wildlife habitats which support rare or endangered species fall under this category.

These areas are targeted for protection not only for their habitat value but also because they contribute significantly to Sonoma's natural, scenic beauty. They help soften the impact of urban development and impart a country atmosphere to the city. The conservation of these areas is critical if Sonoma is to maintain its distinctive country atmosphere.

### 2. Lands for Managed Production

#### a. Agricultural Lands

Most agricultural activity occurs outside the city. The dominant crop is wine grapes; secondary crops include grain, forage, fruit trees, and vegetables. There are twelve soil groups in the area, the majority of which are Class III or IV--non-prime soils. The primary constraints to farming are slow permeability, moderate fertility and the presence of an underlying hardpan layer. Prime agricultural soils are generally found adjacent to Sonoma Creek, south of East Watmaugh and west of Broadway. Interestingly, Boyes Hot Springs and El Verano are built mostly on prime agricultural soils.

There are approximately 2,000 acres of land within the Sonoma Planning Area that are under agricultural preserve. (See Figure COE-2 and Table COE-2, in the Open Space Element for locations, parcel numbers, acreages, expiration dates, and General Plan land use designations.) The majority of these lands are located west of Sonoma Creek and east of Arroyo Seco Creek. The 1985 General Plan designates most of these areas for continued agricultural production.

There are four parcels within the City's Primary Sphere of Influence under agricultural preserve. They total about 66 acres and range in size from 4 to 28 acres. Under the 1985 General Plan, these lands are intended for agricultural use.

b. **Gravel Resources**

Due to the presence of gravel deposits, the California Division of Mines and Geology has classified land along Sonoma Creek as an area containing significant mineral deposits. This action opens the possibility of gravel mining along the creek. It is the City's presumption that the habitat and recreational values of Sonoma Creek outweigh the potential economic benefits of mining the creek. The Plan contains policies to keep the creek in its natural state and discourage all mining operations unable to show that no significant environmental disruption would result from approval of the mining. The gravel resources of Sonoma Creek would be preserved under the Plan, but could only be tapped in a manner sensitive to the creek's other values and resources.

3. **Lands for Outdoor Recreation**

This category includes city, county and state recreational facilities within and adjacent to the city. These facilities provide city and valleywide residents a wide range of active and passive recreational activities. Acreages and major activities at each facility are described in the following table.

Table COE-3

**City, County and State Park Facilities  
Sonoma Planning Area, 1985**

**CITY PARKS**

The Plaza	8.5 acera	historic park, picnicking, amphitheater, children's playground, theatre, duck pond
Depot Park	4.6 acres	picnicking, children's playground, volleyball, historical museum, bike path
Olsen Park	2.0 acres	picnicking, basketball
Pinelli Park	0.5 acres	picnicking, children's playground
Eraldi Park	5.6 acres	(part of Sassarini School) soccer field, volleyball, softball
Bike Path	1.4 acres	multi-purpose bicycle, jogging, par course, walking path
Bond property	<u>7.0 acres</u>	undeveloped, dedicated to City by former owners
TOTAL City Parkland	29.6 acres	

**OTHER FACILITIES**

Prestwood Elementary School	6.0 acres	ballfields
Sonoma Valley High School	<u>17.2 acres</u>	ballfields, swimming pool, tennis courts (4 existing plus 4 additional planned and funded), indoor playing courts (volleyball, basketball)
TOTAL Other Facilities	23.2 acres	

## COUNTY PARKS

Arnold Field	4.9 acres	located within the city; three ballfields (one regular and two little league)
Maxwell Farms	<u>89.0 acres</u>	undeveloped regional park located just north of the city limits; anticipated facilities include ballfields, volleyball, walking areas, nature preserve, community garden, picnicking areas
TOTAL County Parkland	93.9 acres	

## STATE PARKS

Sonoma Mission	0.8 acres	historic building
Vallejo Home	57.7 acres	historic building and approximately 56 acres of open space
Casa Grande and Barracks	<u>4.6 acres</u>	historic building
TOTAL State Parkland	63.1 acres	

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The combination of city, county, and public school facilities provides a multitude of recreational opportunities for Sonoma residents. It is the City's intention to continue developing this mutually beneficial relationship to ensure the highest quality recreational benefits for city residents.

### 4. Lands for Public Safety

Areas within the 100 year flood plain are the only candidates for this category (see the Flood Hazard Map in the Public Health and Safety Element). Floodprone areas are located in the southern portion of the Planning Area near Schellville; however, most of this area is in agricultural use or low density residential. There are a few areas within the city that are subject to flooding during peak wintertime storms.



Flood control planning is under the jurisdiction of the Sonoma County Water Agency. While flooding in the Schellville area has been discussed at length, no specific solutions have been formulated. One long-term plan is to construct a bypass from Nathanson to Schell Creek. This would alleviate seasonal flooding on the east side of Sonoma. As of this date, however, no final decision has been made on where the bypass should be located and how it will be funded.

## **B. STANDARDS FOR RECREATIONAL FACILITIES**

### **1. Parkland Ratios**

There are different ways to assess how much parkland a community should have. A commonly used ratio for general planning purposes is 3 acres developed parkland per 1,000 persons.

In Sonoma, the current ratios are considerably higher. If developed facilities within city limits are counted, the ratio is 7.4 acres per 1,000 persons. (Areas included in this calculation are the City parks, other City facilities, and County-owned Arnold Field.)

The City of Sonoma is well endowed with both local and County-owned park facilities and desires to maintain a relatively high ratio of parkland for its current and future residents. Given this orientation, a target ratio of 5 acres per 1,000 persons was considered an ideal ratio. This is slightly above the general planning standard of 3 acres, but is appropriate for the community.

In calculating this ratio for future parkland needs, it was determined that all developed facilities within the Sonoma Planning Area be included. Thus, the following facilities should be counted when monitoring the 5 acre target ratio:

- a. City-owned parks within the Planning Area
- b. County-owned parks within the Planning Area
- c. Bikeways throughout the Planning Area
- d. Playfields at public schools that are made available to the general public

Using the above criteria to calculate future needs, approximately 80 acres of additional parkland will be needed to serve the city's ultimate population of 16,800 persons. (This assumes buildout of all lands within the Primary Sphere of Influence. Actual population growth over the next 20 years will be much less if the Growth Management Ordinance remains in effect.)

Much of the calculated need for additional parklands would be met with the development of Maxwell Farms (89 acres); however, because this is a regional park and is located beyond walking distance of Sonoma residents, some additional recreational facilities will be needed within the City of Sonoma. This need can be fulfilled through the development of neighborhood parks, continued use of school facilities and the eventual development of a private health club facility.

## 2. Parkland Development Standards

Parks within the Sonoma Planning Area fall into three categories. Each category is characterized by size, area served, locational criteria and facilities typically provided.

The three categories are listed below, along with their major characteristics. The character descriptions have been tailored to Sonoma; thus, what is classified a community park in Sonoma may be equivalent to a neighborhood park in another community. These classifications and standards should be used for locating and designing the future neighborhood parks indicated on the Open Space/Recreation Plan.

### a. Neighborhood Parks

Average Size:	0.5 to 2.0 acres
Population Served:	From 1,000 to 3,000 residents; generally young families and senior citizens, but should be based on the demographic characteristics of the surrounding neighborhood.
Locational Criteria:	<ol style="list-style-type: none"><li>1) Centrally located to serve the neighborhood within a 1/2 mile radius (neighborhood is generally defined by the City's major street grid system).</li><li>2) Located away from major thoroughfares.</li><li>3) Easily accessible by foot, bicycle or automobile.</li></ol>

- 4) Located adjacent to or near greenways whenever possible.

Typical  
Facilities:

Children's play areas, open turf, sitting areas, family picnic facilities, informal field game areas.

Other Facilities:

Paved play areas for children's games; basketball, volleyball, etc.

Local Examples:

Olsen and Pinelli Parks.

b. Community Parks

Average Size:

4 to 8 acres in Sonoma could be larger (10+ acres) depending on type of facilities desired.

Population Served:

From 6,000 to 12,000 residents; will vary depending on size of park and facilities provided.

Locational  
Criteria:

- 1) Located near major streets.
- 2) Ample on-site parking available.
- 3) Accessible by automobile and bicycle; generally pedestrian access is confined to residents living in the immediate vicinity.

Typical  
Facilities:

Large open turf areas; paved game areas for volleyball, basketball, etc.; ball-fields; picnic facilities (including barbecues); walking paths and on-site rest-rooms.

Other Facilities:  
(space permitting)

Tennis courts, swimming pool.

Local Examples:

The Plaza, Depot Park, Arnold Field, Eraldi Park (part of Sassarini School), Prestwood playfields, playfields and other facilities at the High School.

c. Regional Parks

Average Size:

100 acres.

Population Served:

From 30,000 to 50,000 persons.

Locational  
Criteria:

- 1) Within a 30-minute drive of the population served.
- 2) Located on a major regional arterial.

Typical  
Facilities:

Multi-purpose paved courts, multiple ballfields, equestrian facilities, walking paths, nature trails, extensive open turf areas, group and individual picnic areas.

Other Facilities:  
(space permitting)

Swimming pool, tennis courts, indoor community center, outdoor amphitheatre.

Local Example:

Maxwell Farms.

C. **MAJOR AREAS OF PUBLIC CONCERN**

During the General Plan Update, a town meeting was held to discuss conservation and open space issues (see Discussion Notes and Minutes #7, available from the Planning Department). Concerns expressed by participants focused on:

- conservation of the agricultural greenbelt surrounding the city;
- preservation of the surrounding hillsides;
- retention of creeks in their natural form;
- provision of recreation facilities for youth.

It was generally felt that park facilities in Sonoma are adequate. Suggestions for future recreational facilities included the following:



- a bridle trail along Eighth Street East;
- acquisition of the Southern Pacific right-of-way (if abandoned);
- an indoor sport facility with ball courts (handball, racquetball, etc.);
- more basketball and tennis courts;
- a roller skating rink for youth;
- development of bikeways as transportation routes, not just for recreational use.

The goals and policies of the Conservation and Open Space Element incorporate these concerns. The implementation programs provide a framework for specifically addressing specific areas of concern. The next step will be the execution of the programs.





# COMMUNITY NOISE ELEMENT





# COMMUNITY NOISE ELEMENT

## PURPOSE OF ELEMENT

Noise is one of the seven required General Plan elements. The purpose of this element is two-fold:

- To provide quantified data about Sonoma's existing noise environment; and,
- To provide planning criteria for evaluating the noise environment of future developments and the compatibility between existing and future land uses.

The technical data which supports the goals and policies of the Community Noise Element is contained in the Background Data section, following the Implementation Programs. In addition to information and a glossary of terms, it contains a Noise Assessment Guide which will assist the City in flagging possible noise problems and evaluating the need for project specific acoustical studies.

## SUMMARY OF EXISTING SETTING AND FUTURE CONDITIONS

Compared with other Bay Area cities, Sonoma is a quiet town. Approximately 90% of the community lives in areas that are substantially below the State standard for acceptable outdoor noise levels. There is no airport within the city limits, no rapid transit and no major industrial or manufacturing facility.

Presently, the primary source of noise in the city is motor vehicle traffic. Until recently, most noise complaints focused on the Sebastiani Winery operation on Fourth Street East; however, the installation of several noise attenuation features has substantially reduced obtrusive noises from this establishment.

Increases in future noise levels will be primarily due to increased traffic volumes. Some longtime residents indicate they have noticed significant increases in traffic noise over the years. One such resident was found to live in an area where the traffic noise level was substantially below the limit considered acceptable by the California State Noise Standards for outdoor noise levels (60dB Ldn). This illustrates that, in quiet places, unfavorable reactions to growth can be generated even when standards are met. Thus, future planning for the city will require careful evaluation of potential noise problems to minimize conflicts and preserve ambient community noise levels that are in keeping with the town's country character.

## **GOALS AND POLICIES**

The goals, policies and implementation programs contained in this element reflect the desire of the community to maintain the city's currently quiet noise environment. A key feature of the implementation program is the Noise Assessment Guide. This is a planning tool that can be used early on in the project approval process to determine the possibility of noise conflicts and the need for detailed acoustical studies.

### **Compatibility**

**GOAL 1:**      **ACHIEVE NOISE COMPATIBILITY BETWEEN NEW AND EXISTING DEVELOPMENTS TO ENSURE CONTINUATION OF THE PREVAILING QUIET COUNTRY ATMOSPHERE THAT RESIDENTS ASSOCIATE WITH LIVING IN SONOMA.**

### **General standards**

**Policy 1:** The following standards for maximum Ldn levels will apply to citywide development (see Glossary in Background Data section for definition of Ldn and Table CNE-8 for more information on Ldn standards):

45 Ldn      for interior environments in all residential units.

- 60 Ldn      for exterior environments around all residential developments and outdoor public facilities (parks, amphitheatres).
- 65 Ldn      for exterior environments around commercial and public buildings (libraries and churches).
- 70 Ldn      for exterior environments around industrial buildings.

Special case standards

**Policy 2:** The City may impose more restrictive noise standards in neighborhoods that may be sensitive to noise levels below the accepted State standards. (See Step 8 and Tables CNE-9 and 10 in the Noise Guide to determine when this is appropriate.)

Acoustical

**Policy 3:** All proposed residential subdivisions shall be evaluated to determine the need for an acoustical study. The process outlined in the Noise Assessment Guide shall be followed to flag projects which may not meet established standards. An acoustical study will be required when it is not obvious that a proposed project can mitigate potential noise impacts.

Analysis requirements

**Policy 4:** An acoustical analysis shall contain the following:

- a. A summary of noise data collected, including identification of noise sources and their characteristics, a description of the methodology used to determine noise levels and quantification of existing and future noise levels on the site (in Ldn).

- b. Figures illustrating the topological relationship of noise sources and the project site.
- c. The impacts of existing and future noise levels on the project and the impacts of the project on noise levels in the surrounding area, based on the noise standards adopted as part of this element.
- d. Specifications for noise mitigation measures and an analysis of their effectiveness in mitigating noise levels to accepted standards.

#### Design

**Policy 5:** The City will encourage all developments to minimize noise intrusions through project design. Such measures include:

- a. Locating usable outdoor areas (yards, patios, balconies) and noise-sensitive indoor areas (bedrooms, living rooms, windows) where noise levels will be lowest.
- b. Locating noise-compatible uses (open space, parking garages, other buildings) to shield noise-sensitive uses (residences, hospitals, convalescent homes) from major noise sources.
- c. Using berms, walls, fences, setbacks and dense plantings to shield projects from noise sources.

#### Trucks and buses

**Policy 6:** Buses and trucks parked anywhere in the city for longer than 5 minutes shall shut off their engines. This does not apply to buses or trucks during the time they are unloading or loading passengers or goods.



## IMPLEMENTATION PROGRAMS

### Ordinance

1. Establish a noise ordinance which incorporates the noise standards set forth in this element. Include a requirement that buses and trucks parked anywhere in the city for more than 5 minutes must shut down their engines (except to load and unload passengers or goods).

Responsibility: City planning staff

### Complaints

2. Monitor noise complaint reports annually to determine if existing regulations are maintaining acceptable communitywide noise levels.

Responsibility: City planning staff

### Noise Guide

3. Incorporate the Noise Assessment Guide into the City's project review process.

Responsibility: City planning staff



## BACKGROUND DATA FOR THE COMMUNITY NOISE ELEMENT





This section contains the following information on noise conditions and standards for the City of Sonoma:

- A. Definition of terms
- B. Description of existing and future noise environment in Sonoma
- C. Noise levels and representative sources in Sonoma
- D. Federal and State noise standards
- E. Noise Assessment Guide

## A. DEFINITION OF TERMS

The following terms are used throughout the noise element to describe various noise levels and conditions:

**dBA:** This is the most common unit of measurement of sound levels. dB stands for decibel; "A" indicates that the noise signal is electronically processed to mimic the response of the human ear.

A change in decibel level is roughly equivalent to a change in perceived loudness. A 3 dBA increase in sound level is barely noticeable to the human ear; however, a 10 dBA increase is generally perceived as a doubling of loudness.

**Leq:** This is a type of average sound level, measured in dBA. It is the level of a fictitious, steady state sound which would deliver the same acoustic energy during a given period of time as a time-varying, measured sound actually does deliver during the same period.

**Ldn:** This represents the annual day/night sound level (in dBA). It is the average sound level (Leq) over one year which results when 10 dBA are added to noise levels measured between 10 p.m. to 7 a.m. It is weighted to emphasize noise levels measured during the more sensitive nighttime hours.

This descriptor is used in many federal, state and local standards and regulations. It is the standard noise descriptor in this noise element.

**Ambient Noise:** This is the composite from all noise sources within a given area. The level of ambient noise represents the normal or existing noise level at a given location.

**Intrusive Noise:** Any noise which is perceptible over ambient noise levels. Noise may be considered intrusive even if its level is below accepted standards.

**Inter-mittent Noise:** Noise which is present only on occasion. If it is loud, these short duration sounds can interfere with human activities, such as sleep or conversation. Examples are train whistles, trucks starting up, a fork lift at a warehouse and a power saw at a construction site.

**Exterior and Interior Noise:** Noise that occurs outside or inside a structure. Although state standards are oriented toward prevention of excessive interior noise levels, excessive exterior levels can create unsuitable interior environments. There is generally a reduction of 15 decibels between exterior and interior noise levels; thus, if exterior noise levels are 60 dBA, interior noise levels would be 45 dBA (assuming standard construction practices are used).

**Pure Tone:** A component of a sound which may be associated with a musical pitch. Musical sounds clearly have pure tone components. Other examples of sources which may produce pure tones are transformers and rotating machinery. The perceived humming of such machinery is evidence of the presence of pure tones.

**Impulsive Sound:** Sounds whose noise levels are high only for brief periods of time.

## B. THE EXISTING NOISE ENVIRONMENT IN SONOMA

### 1. Existing Conditions

Generally speaking, noise has not been a serious problem in Sonoma. Table CNE-1 indicates that over 90% of the community lives in areas that are well below state standards for outdoor noise levels (60 dBA Ldn). Actual noise measurements in a representative residential neighborhood located away from arterials yielded a Ldn value of 48 dBA.

Table CNE-1

#### Community Noise Exposure - Existing Conditions City of Sonoma, 1984

Ldn Range	Below 55 dBA	55-60 dBA	60-65 dBA	65-70 dBA
Percentage of Population Exposed	75%	17%	7.5%	.5%

Source: 1984 Noise Exposure Inventory of Sonoma. Conducted by Sound Solutions - acoustical consultants for the 1985 General Plan.

Noise in Sonoma is primarily generated by the following activities:

a. Motor Vehicle Traffic

Motor vehicle traffic is the only major source of ongoing noise in the city. Tables CNE-5 to 7 in the Assessment Guide indicate noise levels that would be experienced at various distances from roadway edges. These levels are based on actual measurements taken at various locations throughout the city.

b. Sebastiani Winery

During and prior to 1978, warehousing operations south of the binning and bottling facility at the winery produced intermittent noise which annoyed neighboring residents. Since that time, a noise barrier wall has been erected and other measures taken (such as truck rerouting) to reduce the noise produced.

c. Intrusive Noise

Any noise which is perceptible over the normal ambient noise level may be considered intrusive and result in annoyance and complaints. The degree of intrusiveness depends upon the character of the noise in question, as well as its level relative to the ambient noise environment. Generally, such incidents occur infrequently in Sonoma.

A recent example of this type of noise event occurred during the summer of 1984, when a concert was held in the Veterans Memorial Building. Nearby residents registered complaints. Given the source-to-receiver distance in this case, it is unlikely that the sound levels experienced by the residents were excessively high in an absolute sense. Apparently, however, the levels were sufficiently high relative to the low ambient levels experienced in the neighborhood that the sound was considered intrusive. Such incidents are not uncommon in urban areas.

d. Northwestern Pacific Railroad

The railroad line provides some freight service to the Sebastiani Winery and to light industrial facilities along Eighth Street East. Trains only run during the day. The number of operations per week is typically one or two trips.

The overall noise impact on areas in the city is minimal. The trains are near or within the city limits only when in the immediate vicinity of the winery. The Ldn 55 dBA contour lies about 110 feet



from the track. Most residences are located beyond this contour and are, therefore, not subjected to adverse noise levels.

Intermittent noise impacts may be generated by the train whistles. A maximum level of 100 dBA at 100 feet is typical. While this is a clearly audible sound and would be considered intrusive, it only occurs for a very short period of time. Because of its short duration and the fact that it does not occur at night (when noise is more noticeable), it is not considered a noise problem in the city.

e. Sonoma Skypark

This small, general aviation airfield lies approximately 1.5 miles southeast of the nearest Sonoma city limit. A recent noise study conducted by the airport owner for the County Planning Department indicates that the Ldn=55 dBA contour lies approximately one mile from the city limit; higher Ldn contours lie further away. Thus the Skypark does not adversely impact the city's ambient noise environment.

Although aircraft produce intermittent, intrusive noise, such noise from aircraft using the Skypark is negligible. The current traffic pattern lies to the south of the airstrip; thus the majority of aircraft using the airport does not fly over the city.

f. Helicopters

Helicopters are occasionally operated within the city for medical emergencies at Sonoma Valley Hospital and near the police station for law enforcement purposes. Typically, a helicopter passing 500 feet overhead generates a maximum intermittent noise level of 90 dBA. Helicopter operations are rare in Sonoma, typically numbering under six per year. They have a negligible impact on the ambient noise environment of the city.

Figure CNE-1 indicates the location of noise sensitive facilities and areas within the city; it also locates the six major noise sources discussed above. Noise sensitive areas include hospitals, convalescent homes, schools, libraries, parks, and residential neighborhoods. Because a certain level of quiet is desirable within these structures, they are considered more sensitive than commercial areas or offices.

2. Future Conditions

Motor vehicle traffic is expected to remain the primary source of noise in the city of Sonoma. However, a compar-



ison of the future noise exposure inventory (Table CNE-2) with the current noise exposure inventory (Table CNE-1) shows that the percentage of the population exposed to various noise levels is not expected to change although the distribution differs slightly. Thus most of the future community is not expected to be exposed to noise levels over 60 dBA, and a majority (79%) will be exposed to levels less than 55 dBA. This analysis is based on projected noise contours along roadways and estimated population growth and development in the city of Sonoma.

Tables CNE-6 and 7 show roadway contours for future conditions. These contours were calculated with mathematical models developed from measurements of existing traffic noise. Cumulative projected traffic volumes served as model inputs.

Broadway and Napa Road are treated separately from other roadways because traffic speeds are expected to be somewhat higher than average along these roads. Consequently, the contours tend to lie somewhat further from these arterials than from other roadways.

**Table CNE-2**

**Community Noise Exposure - Future Conditions  
City of Sonoma, 2005**

Ldn Range	Below 55 dBA	55-60 dBA	60-65 dBA	65-70 dBA
Approximate percentage of the population with residences exposed to noise levels within the given range.	79%	13%	7%	1%

**C. NOISE LEVELS AND REPRESENTATIVE SOURCES IN SONOMA**

Table CNE-3 provides examples of various noise levels, their measurement in dBA (decibels) and representative sources in the city. This table will help the reader understand the intensity range of different noise generators in Sonoma.

#### D. FEDERAL AND STATE NOISE STANDARDS

The State of California has taken an active role in protecting citizens from adverse noise levels. The Noise Control Act, passed in 1973, expressed the State's concern about the health effects of excessive noise and declared it State policy to minimize adverse noise impacts. This policy is implemented, in part, by Government Code 65302 (g) which requires all local general plans to include a noise element prepared in conformance with State planning guidelines.

In 1974 the State passed the Noise Insulation Standards (Administrative Code Title 25, Section 1092) which established specific standards for exterior and interior noise environments in multi-family residential structures. While these were originally intended to apply to attached dwellings, many local jurisdictions also apply them to detached single-family units. This noise element applies them to both dwelling types.

Table CNE-4 lists the accepted State and Federal standards for exterior/interior noise levels. Desired levels for the city are based on these standards (see Noise Policy 1).



# COMMUNITY NOISE ENVIRONMENT

## LEGEND:

### SENSITIVE AREAS

- ★ SCHOOLS (INCLUDING NURSERY SCHOOLS)
- ☆ LIBRARY
- ⊙ PARKS
- \* HOSPITALS AND CONVELESCENT HOMES
- RESIDENTIAL NEIGHBORHOODS

### SOURCES

- TRAFFIC NOISE IMPACT AREAS\*
- N.W.P. RAILROAD RIGHT OF WAY
- (F) FIRE STATION
- (A) SONOMA SKYPARK AIRPORT
- (S) SEBASTIANI WINERY
- (E) EMERGENCY VEHICLE OPERATION CENTERS
- (V) VETERANS MEMORIAL BUILDING

### BOUNDARIES

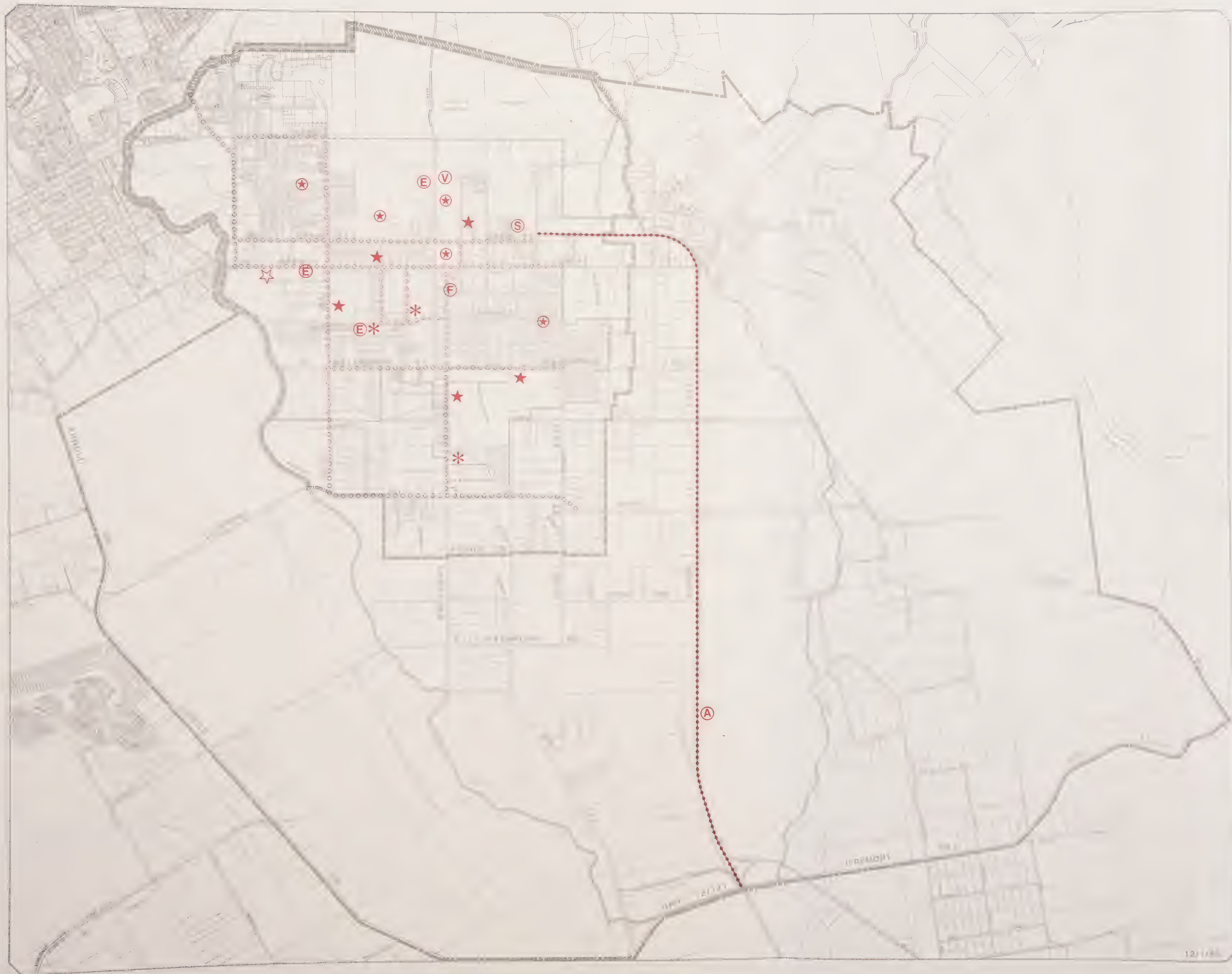
- ..... CITY LIMITS
- ===== PRIMARY SPHERE OF INFLUENCE
- ===== SECONDARY SPHERE OF INFLUENCE
- PLANNING AREA

\*NOISE LEVELS ADJACENT TO THESE STREETS MAY EXCEED 60DBA.

## CITY OF SONOMA 1985 GENERAL PLAN



SONOMA PLANNING & BUILDING DEPT.  
BRENDA GILLARDE, CONSULTANT







**Table CNE-3**  
**Representative Noise Levels in Sonoma**

LOUDNESS DESCRIPTION	NOISE LEVEL IN dBA	REPRESENTATIVE SOURCE IN THE CITY OF SONOMA
THRESHOLD OF PAIN	130	
	120	
	110	AUTO HORN AT THREE FEET ROCK MUSIC
VERY LOUD	100	TRAIN WHISTLE AT 100 FEET
	90	HELICOPTER PASSING 500 FEET OVERHEAD
MODERATELY LOUD	80	LOUD MOTORCYCLE CRUISING AT 50 FEET SONOMA VALLEY SCHOOL BUS ACCELERATING AT 50 FEET DIESEL TRUCK IDLING AT 50 FEET
	70	
	60	CONVERSATIONAL VOICE LEVEL AT FOUR FEET AUTOMOBILE IDLING AT 50 FEET
QUIET	50	TYPICAL AMBIENT $L_{dn}$ IN QUIET NEIGHBORHOOD CRICKETS, BIRD CALLS IN PARK
	40	
	30	TYPICAL LOWEST EVENING LEVEL IN QUIET NEIGHBORHOOD SOFT WHISPER AT TEN FEET
VERY QUIET	20	
JUST AUDIBLE UNDER NORMAL CONDITIONS	10	RUSTLING LEAVES AT TEN FEET
	0	
THRESHOLD OF AUDIBILITY FOR YOUNG EARS UNDER LABORATORY CONDITIONS		

Table CNE-4

Federal and State Standards for Noise Levels

NOISE LEVEL IN dBA	STANDARD OR CRITERION	SOURCE
70	MAXIMUM ANNUAL $L_{eq}$ CONSISTENT WITH NEGLEGIBLE LOSS OF HEARING	UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
60	MAXIMUM $L_{dn}$ ALLOWED OUTSIDE NEW RESIDENTIAL STRUCTURES WITHOUT CONSIDERATION OF NOISE MITIGATION MEASURES	STATE OF CALIFORNIA NOISE INSULATION STANDARDS
50	MAXIMUM INTERIOR INTERMITTENT NOISE LEVEL CONSISTENT WITH UNDISTURBED SLEEP	VARIOUS
45	MAXIMUM $L_{dn}$ ALLOWED INSIDE NEW RESIDENTIAL STRUCTURES DUE TO EXTERNAL SOURCES	STATE OF CALIFORNIA NOISE INSULATION STANDARDS

## E. NOISE ASSESSMENT GUIDE

The following pages provide a 10 step process to evaluate the potential noise impacts of a proposed project and determine whether additional acoustical analysis is needed. The intent is to assist City planners in making informed, objective decisions regarding the compatibility of proposed land uses with the existing noise environment. The goal is to ensure that the community's ambient noise level is not seriously degraded and that existing and future Sonoma residents can enjoy the relative quiet that currently prevails throughout the community.

### STEP 1 PROPOSAL RECEIVED

Go to STEP 2

### STEP 2 TRAFFIC VOLUME

Identify nearby roadway(s) that would affect or be affected by the project and determine their projected traffic volumes (refer to Circulation Element). Go to STEP 3

### STEP 3 Ldn CONTOURS

Determine the location of projected traffic noise Ldn contours (Tables CNE-6 and 7).

(Note: To determine the location of existing noise contours use Tables CNE-5 and 7.) Go to STEP 4

### STEP 4 Ldn COMPATIBILITY

Compare projected Ldn values with compatibility criteria in Table CNE-8. Is the proposal "Clearly Acceptable" or "Normally Acceptable"?

If Yes, Go to STEP 7. If No, Go to STEP 5

### STEP 5 RESIDENTIAL USE

Is a residential area impacted?

If Yes, Go to STEP 6. If No, Go to STEP 7

### STEP 6 MITIGATION - NOISE STUDY

Require a noise study to demonstrate compliance with State noise insulation standards (Table CNE-4) and City noise standards (Table CNE-8).

Go to STEP 8

### STEP 7 MITIGATION - PROJECT REDESIGN

If proposal falls in the "Normally Acceptable" category, notify applicant that the project may create or be exposed to slightly adverse exterior noise levels. Encourage professional design which incorporates noise mitigation measures as outlined in CNE Policy 5 and ensures compliance with City noise standards (Table CNE-8).

Go to STEP 8

**STEP 8 SPECIAL CONCERNS**

Are short duration noises involved (live music, truck loading, machine operations) which may significantly intrude on ambient levels in the surrounding neighborhood? Have there been substantial complaints about noise on or in the vicinity of the site?

If yes, go to STEP 9.

If no, go to STEP 10.

**STEP 9 MITIGATION - INTRUSIVE NOISE**

Require a noise study to demonstrate compliance with City criteria for intrusive and intermittent noise (Noise Policy 2 and Tables CNE-9 and 10).

Go to STEP 10.

**STEP 10 FINDINGS**

Make findings that all applicable criteria will be met, or if special circumstances merit, consider variances from City standards. Variances from State standards are not permitted.

**1. How to Use Noise Contour Tables CNE-5, 6 and 7**

These tables are to be used to determine relative noise levels at a given location. Table CNE-5 is for existing conditions for Napa Road and Broadway. Table CNE-6 is for future conditions on Napa Road and Broadway. Table CNE-7 is for existing and future conditions on all roadways except Napa Road and Broadway. The data for these tables are based on actual sample measurements taken at various locations throughout the city. The accuracy is within +2 dBA which is adequate for the intended purpose of these tables.

The tables contain three points of information: traffic volumes (located across the top of each table; distance from the source (located along the sides of each table); and the level of sound experienced at a particular distance (indicated by the heavy lines in the middle of each table).

To determine the noise contours (i.e. the noise levels experienced) at a given location:

- a. Identify all adjacent roadways and find the ADT (average daily traffic) on the segment(s) in question by referring to the appropriate figures in the Circulation Element. (Note: the figures in the Circulation Element depict peak hour volumes. To compute ADT, simply multiply the selected volume by 10.)
- b. Select the appropriate noise contour table (Tables CNE-5, 6 or 7) for the condition you wish to establish (i.e. existing or future, Napa Road or other roadways).



- c. Select the ADT value on the table that is closest to the volume computed from the Circulation Element.
- d. Read the distances in the column below it to determine where the various noise contours would be located on a particular site.
- e. If the applicable ADT falls between the values indicated on the tables, interpolate distances.

2. How to Use Table CNE-8

This table establishes the acceptable noise level standards for the city. Once the existing or potential noise level is determined for a particular location, that level can be compared to the levels in Table CNE-8 to determine whether it is acceptable according to City standards. If it is not, mitigation to achieve an acceptable level should be required.

Table CNE-5

Existing Noise Contours (1984)  
For Napa Road and Broadway

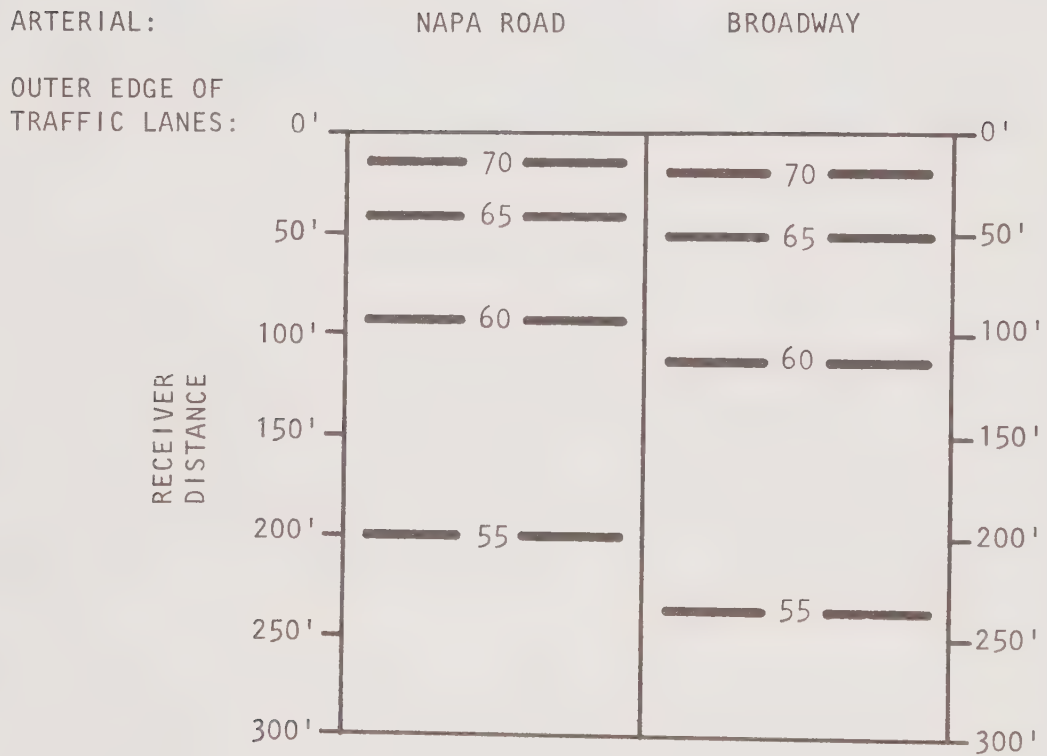


Table CNE-6

Projected Noise Contours (2005)  
For Napa Road and Broadway

ARTERIAL:

NAPA ROAD WEST OF BROADWAY      NAPA ROAD EAST OF BROADWAY

BROADWAY

OUTER EDGE OF  
TRAFFIC LANES:

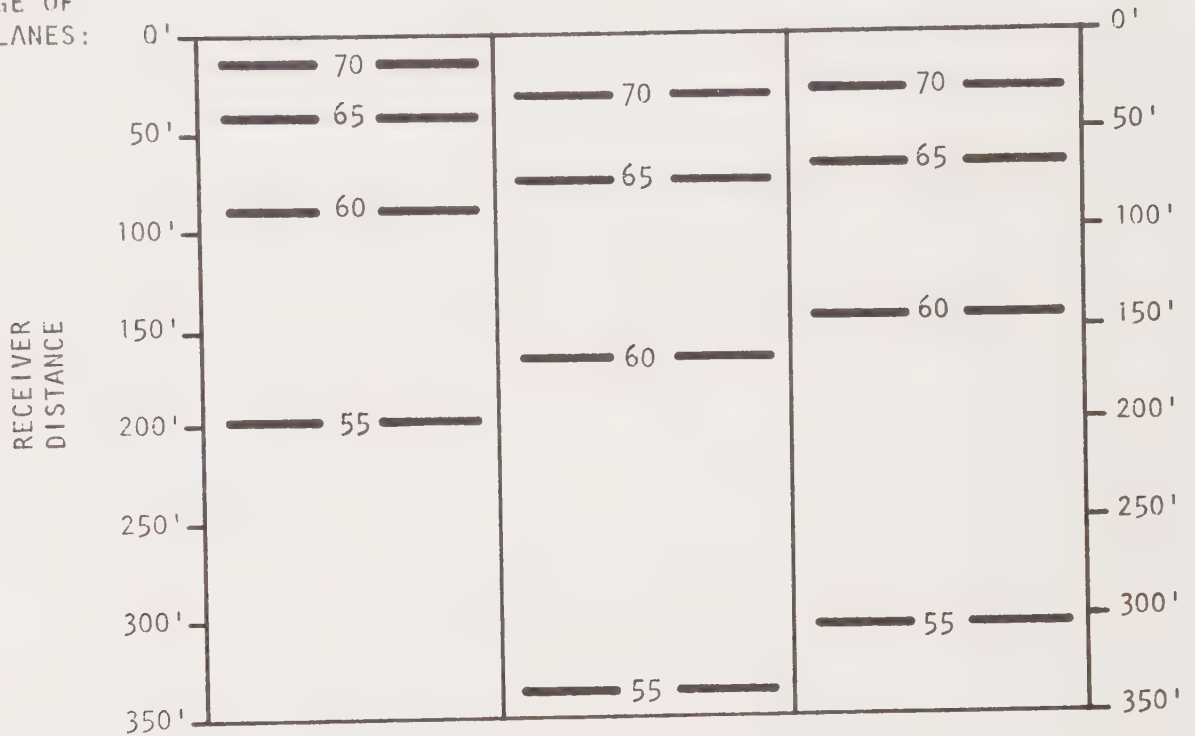


Table CNE-7

Existing (1984) and Projected (2005) Noise Contours  
For All Roadways Except Napa Road and Broadway

AVERAGE DAILY  
TRAFFIC VOLUME:

2,500

5,000

10,000

20,000

OUTER EDGE OF  
TRAFFIC LANES:

0'

0'

50'

50'

100'

100'

150'

150'

200'

200'

250'

250'

300'

300'

RECEIVER  
DISTANCE

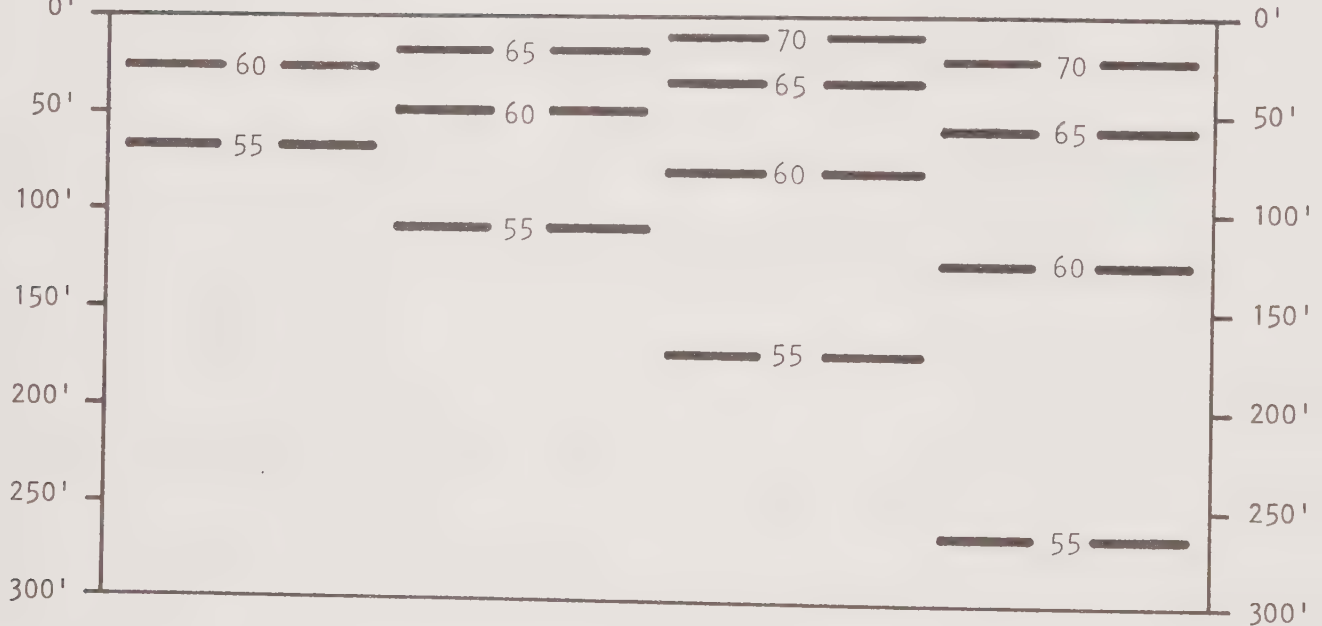




Table CNE-8

## Noise Level Standards - City of Sonoma

LAND USE CATEGORY	EXTERIOR L <sub>dn</sub> (dBA)				
	Below 55	55-60	60-65	65-70	70-75
<u>Residential</u>					
Single family dwellings, duplexes, apartments, condominiums, hotels and motels	++	+	o	-	--
<u>Outdoor Public Facilities</u>					
Neighborhood parks and playgrounds (including school playgrounds), outdoor amphitheaters, golf courses, riding stables, water recreation, cemeteries	++	+	o	-	--
<u>Public Buildings</u>					
School buildings, libraries, churches, hospitals, nursing homes, auditoriums, concert halls, sports arenas	++	++	+	o	-
<u>Commercial</u>					
Office buildings, retail, business and professional facilities	++	++	+	o	-
<u>Industrial</u>					
Manufacturing, utilities and agriculture facilities	++	++	++	+	o

INTERPRETATIONS

- ++ Clearly Acceptable. The activities associated with the specified use can be carried out with virtually no interference from noise.
- + Normally Acceptable. Occasional slight interference with outdoor activities may occur. Conventional structures will insure that interior noise levels are compatible with indoor activities.
- o Conditionally Acceptable. The indicated noise levels will cause moderate interference with outdoor activities, and with indoor activities when windows are open. New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made. Noise reduction features should be included in the project design which upgrade the environment to the "Normally Acceptable" category over a substantial fraction of the project.
- Normally Unacceptable. Noise will create substantial interference with both outdoor and indoor activities. Noise intrusion on indoor activities can be mitigated with special noise insulating construction. New construction or development should be generally discouraged. If construction or development does proceed, noise mitigation measures should be required to upgrade the acoustic environment to approach the "Normally Acceptable" category with respect to exterior noise, and to insure that interior noise levels comply with the State Noise Insulation Standards.
- Clearly Unacceptable. Unacceptable noise intrusion upon land use activities will occur. Adequate structural noise insulation is not practical under most circumstances. New construction or development should generally not be undertaken.

### 3. Standards and Adjustments for Intrusive and Intermittent Noise

The standards outlined in Tables CNE-9 and 10 are applicable to proposed residential developments in areas where noise is an existing problem or the project could potentially create short duration noises that would significantly intrude on ambient levels (see Steps 8 and 9 in the Assessment Guide). Two types of noise are considered: 1) intrusive noise (any noise which is perceptible over ambient noise levels); and 2) intermittent noise (noise which is present only on occasion but could interfere with activities such as sleep or conversation).

In order to evaluate whether a project violates these standards, the services of an acoustical consultant must be retained. Steps 8 and 9 in the Assessment Guide will help the lay person determine whether this analysis is necessary.

#### a. Table CNE-9 Standards for Intrusive Noise

The Leq over a 15 minute period of time at any selected time of day shall be the noise level descriptor used to determine the impact of intrusive noise. The Leq of the noise source of concern shall be compared with a similar Leq of the ambient alone at a similar time of day. Measurements should be taken at the location where potential impacts are expected to be significant.

Once the Leq of the potentially intrusive source is determined, it shall be corrected as indicated in Table CNE-9. These corrections are intended to account for special noise source characteristics and the prevailing attitude of Sonoma residents toward noise.

If, after the corrections are made, the potentially intrusive noise source would cause exterior noise levels in the immediate or surrounding neighborhood to exceed the ambient level by more than 5 dBA, mitigation measures shall be developed to reduce the projected noise increase to less than 5 dBA above ambient levels.

#### b. Table CNE-10 Standards for Intermittent Noise

The standards contained in Table CNE-10 are the maximum allowable interior intermittent noise levels for various types of people-occupied buildings. The intent of these standards is to ensure acceptable interior noise environments in the home and the workplace.

Table CNE-9

**Standards and Adjustments for Intrusive Noise  
City of Sonoma**

Type of Correction	Circumstance(s) Under Which the Correction is Applicable	Correction to be Added to the Measured or Predicted 15 Minute $L_{eq}$ of Potentially Intrusive Noise Source
Seasonal Correction	Summer (or year-round operation)	0 dBA
	Winter Only (or windows always closed)	- 5 dBA
Correction for Previous Exposure and Community Attitudes	No prior experience with the intruding noise	+ 5 dBA
	Community has had some previous exposure to intruding noise, but little effort is being made to control the noise. This Correction may also be applied if the community has not been exposed to noise previously, but the people are aware that serious efforts are being made to control the noise.	0 dBA
	Community has had considerable previous exposure to the intruding noise, and the noise maker's relations with the community are good.	- 5 dBA
	The community is aware that the operation causing the noise is very necessary, and that it will not continue indefinitely. This correction can be applied to an operation of limited duration under emergency circumstances.	-10 dBA
Pure Tone or Impulse Characteristics	No pure tone or impulsive character	0 dBA
	Pure tones present	+ 5 dBA
	Impulsive sounds present	+ 5 dBA

Table CNE-10

Standards for Intermittent Noise  
City of Sonoma

LAND USE CATEGORY	TYPICAL ACTIVITY TO REMAIN UNDISTURBED	MAXIMUM INTERIOR INTERMITTENT NOISE LEVEL (dBA)
<u>Residential</u>		
Single family dwellings, duplexes, apartments, condominiums, hotels and motels	Daytime conversation at 5', normal voice	60
	Nighttime conversation at 10', normal voice	55
	Sleep	50
<u>Public Facilities</u>		
Concert Hall	Listening	25
Legitimate Theater	Listening	30
School Auditorium	Listening	35
Motion Picture Theater	Listening	45
Church Sanctuary	Listening	45
School Classroom	Speech communication at 20', raised voice	55
Library	Speech communication at 3', normal voice	55
School Laboratory	Speech communication at 6', normal voice	60
<u>Commercial</u>		
Offices, Conference rooms	Speech communication at 12', normal voice	55
Staff Offices	Speech communication at 6', normal voice	60
Sales, Secretarial	Telephone use	65
Restaurants	Conversation at 4', normal voice	65
Markets, Retail Stores	Conversation at 4', normal voice	65
<u>Industrial</u>		
Laboratory	Speech communication at 6', normal voice	60
Machine Shop	Speech communication at 3', raised voice	75
Assembly, Construction	Speech communication at 2', raised voice	75





# PUBLIC HEALTH AND SAFETY ELEMENT



# PUBLIC HEALTH AND SAFETY ELEMENT

## PURPOSE OF ELEMENT

The Public Health and Safety Element (PSE) is a required General Plan element combining the formerly mandated Seismic Safety and Public Safety elements, which were merged by the California State Legislature as of 1985. Its purpose is to incorporate public health and safety considerations into the community's long-range planning.

By law, the Public Health and Safety Element must identify and evaluate natural and man-made hazards present or potentially present in the community, and it must establish appropriate goals, policies and implementation measures necessary to reduce those hazards to acceptable levels. The identification and evaluation of hazards present in the City's Planning Area is summarized below and further discussed in the background section of this element.

## SUMMARY OF EXISTING SETTING AND FUTURE CONDITIONS

The most significant hazards present within the Planning Area are those created by earthquakes, fires, hazardous materials and floods. In no case, however, is the hazard imminent or extreme. The risks posed by these hazards are summarized as follows:

1. Earthquakes pose the most serious threat to the Planning Area, particularly the city, as urban areas are more prone to damage than less developed areas. Although no known faults traverse the Planning Area, Sonoma County is traversed by seven active or potentially active faults, including the infamous San Andreas fault (see Figure PSE-1).

2. Fires, both urban and wildland, could pose a significant threat. The closely packed woodframe buildings around the Plaza, most of them without sprinklers, form the area of greatest concern.
3. The level of hazardous materials use within the Planning Area is unknown but probably relatively low. The area most likely to suffer an accident involving hazardous materials is the industrial strip along Eighth Street East; however, such an accident could occur almost anywhere. At present, the risk posed to the community by hazardous materials is considered minimal.
4. Flooding, even at its worst, presents only localized threats to property and little or no threat to life. Although some portions of urbanized areas lie within the 100-year flood plains, the flood water height rarely exceeds one to two feet and flood control improvements have eliminated many former problems (see Fig. PSE-2).

The risks posed by these hazards in the future will increase with the population, simply because more people will be exposed to them. The General Plan seeks to reduce risks to life and property through a variety of techniques but emphasizes prevention as the least expensive and most effective method. For example, the General Plan land use pattern minimizes risk by assigning very low densities to flood plains and sensitive hillsides.

The complete framework of risk reduction and hazard prevention is spelled out in the goals, policies and implementation programs to follow. Sonoma is a relatively safe community, even for a town located in earthquake country. The Plan seeks to assure it will remain so.



## GOALS AND POLICIES

The goals and policies of the Public Health and Safety Element focus on existing hazards within the Planning Area and are intended to minimize risks to life and property through prevention, preparedness and education. It is recognized that it is neither physically nor financially feasible to completely eliminate all risk; therefore, a balance is sought wherein risks are reduced to acceptable levels without either unwarranted expense or undue infringement of personal freedom.

### Seismic

**GOAL 1:** MINIMIZE RISKS TO LIFE AND PROPERTY POSED BY SEISMIC AND OTHER GEOLOGIC HAZARDS.

### Investigative studies

**Policy 1:** The City shall continue to require the submittal of soils and geology reports describing any potential geological or structural risk associated with development of a project site.

### Risk reduction

**Policy 2:** The City shall continue to require, as conditions of project approval, the incorporation of measures which eliminate or reduce to acceptable levels identified risks associated with relevant geologic hazards.

### New construction

**Policy 3:** All proposed critical and high priority facilities (including hospitals, convalescent homes, schools and community buildings (see background section for definitions) must be constructed in accordance with the latest adopted seismic and building codes.

### Replacement

**Policy 4:** The City shall require post-earthquake building replacement, reconstruction and rehabilitation to conform to the latest City codes and ordinances.

Fires and hazardous materials	<b>GOAL 2:</b>	<b>MINIMIZE HAZARDS POSED BY FIRES AND HAZARDOUS MATERIALS AND MAINTAIN A LEVEL OF PROTECTION WHICH SAFEGUARDS LIFE AND PROPERTY AT A REASONABLE COST</b>
Development criteria	<b>Policy 5:</b>	The City Fire Department shall review and evaluate all development proposals (both within city limits and on Eighth Street East) in terms of adequacy of fire protection using, at a minimum, the following criteria: <ul style="list-style-type: none"> <li>a. acceptable response time;</li> <li>b. adequate emergency access, water facilities and fire flow;</li> <li>c. proper vegetation clearance;</li> <li>d. sufficient spacing between buildings;</li> <li>e. appropriate construction materials;</li> <li>f. proper refuse removal;</li> <li>g. conformance with all applicable provisions of the City's Fire Flow and Hazardous Materials Ordinances.</li> </ul>
Disclosure	<b>Policy 6:</b>	The City shall require compliance with the City's Hazardous Materials Ordinance as a condition of receiving a business license.
Fire rating	<b>Policy 7:</b>	The City Fire Department shall strive to achieve and maintain a fire insurance rating of four or less.
Volunteer force	<b>Policy 8:</b>	The Fire Department shall continue to use volunteer firefighters as a major component of its emergency services delivery system.
Floods	<b>GOAL 3:</b>	<b>PROTECT THE COMMUNITY FROM RISKS TO LIFE AND PROPERTY POSED BY FLOODING</b>

Local drainage

**Policy 9:** The City shall continue working to eliminate local flooding by upgrading and expanding the storm drain system.

New developments

**Policy 10:** All new developments shall install underground storm drains and storm drain improvements as deemed necessary by the Director of Public Works.

City/County  
Coordination

**Policy 11:** The City shall continue working with the Sonoma County Water Agency in developing environmentally acceptable methods of reducing flooding within the Planning Area.

Hydrology  
study

**Policy 12:** The City shall require a hydrology study for any development proposed on a parcel within the 100 year flood plain (see Figure PSE-2).

Disaster  
preparedness

**GOAL 4: ENSURE THAT ESSENTIAL EMERGENCY AND CITY SERVICES WILL FUNCTION EFFECTIVELY IN A DISASTER**

Emergency Plan

**Policy 13:** The City shall continue to review, update and exercise the City Emergency Plan as necessary.

**Policy 14:** The City shall continue to promote awareness of the Emergency Plan and its recommendations.

#### **IMPLEMENTATION PROGRAMS**

Review zoning

1. Review and revise applicable zoning and subdivision regulations to ensure that all future developments minimize needless cut and fill, tree removal, site coverage and creation of impervious surfaces.

Responsibility: City planning staff

Sprinkler  
District

2. Develop and implement a Sprinkler District Program as proposed by the City's Community Development Agency.

Essentially, this program would establish a district encompassing the historic buildings in the Plaza area. The owners of buildings within the district would be eligible for grants or low interest loans to help pay for installation of fire sprinklers.

Responsibility: Community Development Agency

Forum

3. Create a forum to evaluate and address the fire hazard posed by existing and potential industrial development along Eighth Street East. The following agencies should be represented: the City of Sonoma Fire Department, the Schell-Vista Fire Department, the Sonoma County Director of Fire Services, the Sonoma County Planning Department and the City of Sonoma Planning and Building Department. The group will develop recommended short and long-term fire protection measures for the area to be presented to the Sonoma City Council and the Sonoma County Board of Supervisors.

Responsibility: City of Sonoma Fire Department initiates

Public education

4. Continue to reduce fire hazards through education and prevention using the following methods:
  - a. Fire Safety Week Program;
  - b. Other public education programs;
  - c. Ongoing building inspection program.

Responsibility: City of Sonoma Fire Department

Review ordinances

5. Review and amend the City's Hazardous Materials Ordinance to include, by reference, State and Federal regulations governing inter-city transportation of hazardous materials.

Responsibility: City staff

Map PCBs

6. Identify and map all potential PCB sites within the city of Sonoma. Keep this information on file in the City



Fire Department. This information is not intended for public distribution.

Responsibility: City of Sonoma Fire Department in conjunction with PG&E

Contingency plans

7. Develop contingency plans for responding to spills, accidents, and fires involving hazardous materials.

Responsibility: Fire Department staff

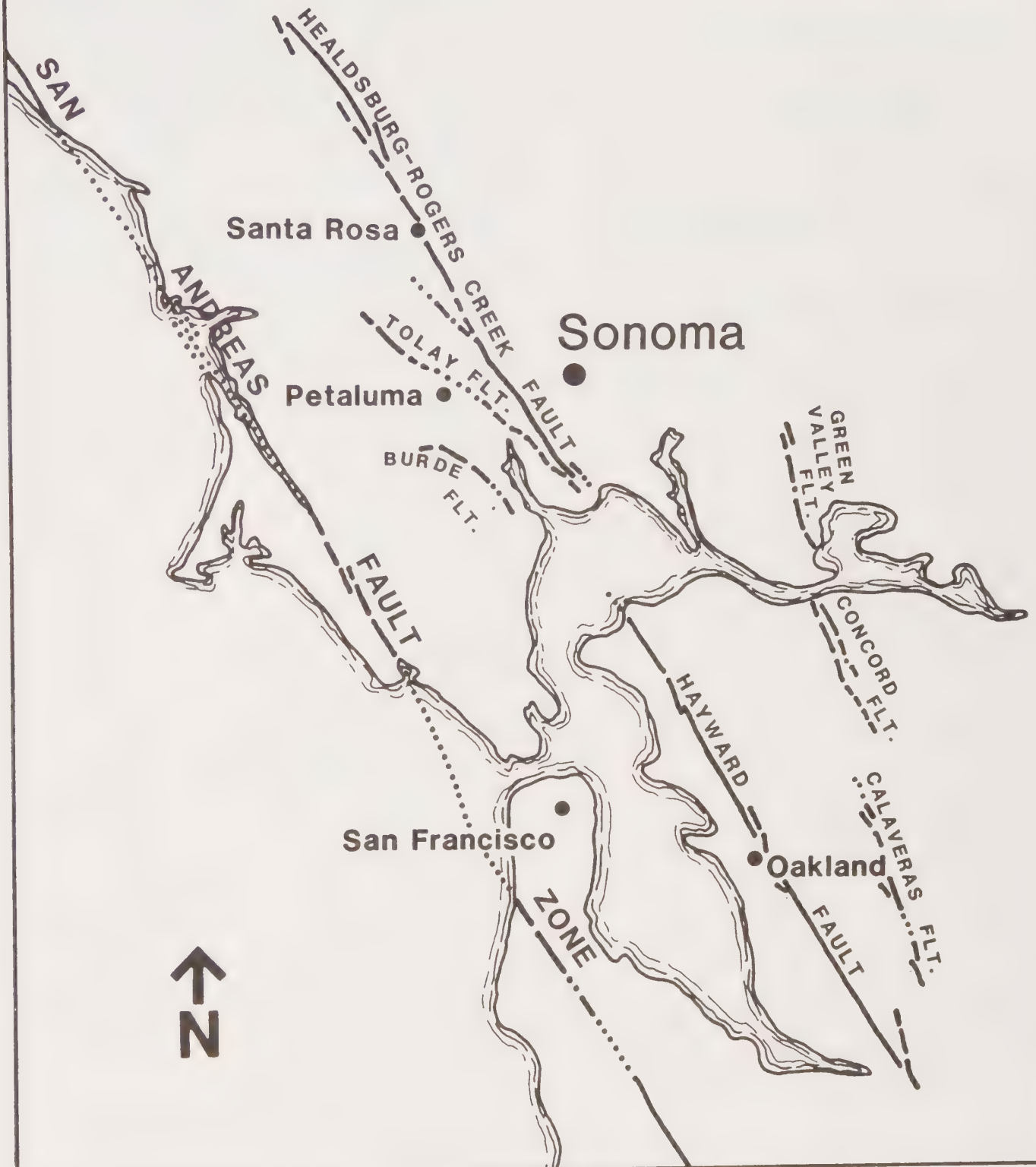
Survey

8. Establish a program for surveying privately owned historic buildings in and around the Plaza area. Identify sites where improvements are needed and seek ways to assist private owners in rehabilitation of their buildings.

Responsibility: City Planning and Building Department



Figure PSE-1



CITY OF SONOMA  
1985 GENERAL PLAN

SONOMA PLANNING & BUILDING DEPT.  
BRENDA GILLARDE, CONSULTANT

## EARTHQUAKE FAULTS

SONOMA REGION





# FLOOD HAZARD ZONE

## LEGEND:

□ 100 YEAR FLOOD PLAIN

▼ LIMIT OF STUDY

SOURCE: NATIONAL FLOOD INSURANCE  
PROGRAM RATE MAP,  
CITY OF SONOMA • 1979  
UNINCORPORATED AREAS • 1982

## BOUNDARIES

- ..... CITY LIMITS
- PRIMARY SPHERE OF INFLUENCE
- SECONDARY SPHERE OF INFLUENCE
- PLANNING AREA

NOTE: THE 100 YEAR FLOOD PLAIN  
ALONG SONOMA CREEK BETWEEN  
W. SPAIN ST. AND SMITH ST.  
IS CONTAINED WITHIN THE CHANNEL.

## CITY OF SONOMA 1985 GENERAL PLAN



SCALE:  
0 600 1800 3000

SONOMA PLANNING & BUILDING DEPT.  
BRENDA GILLARDE, CONSULTANT





## BACKGROUND DATA FOR THE PUBLIC HEALTH AND SAFETY ELEMENT





## A. SEISMIC AND OTHER GEOLOGIC HAZARDS

### 1. Background

The City of Sonoma Planning Area is located in southern Sonoma Valley where the valley begins to fan open, forming a delta draining into San Pablo Bay. Sonoma is on the eastern edge of the valley floor, next to the hills separating Sonoma and Napa Counties. Topographically, the Planning Area is generally flat, with slopes in excess of 15% found only in a small portion in the northeast (Shocken Hill and surrounding areas, delineated on the Open Space/Recreation Plan as hillsides--Fig. COE-1).

Alluvial deposits consisting of sorted silt, sand and coarse gravel laid down during the Quaternary Period form the superficial geology of the Planning Area. The alluvial layer is up to 300 feet thick in places, with ground water generally shallower than 20 feet.

### 2. Seismic Hazards: Historical and Potential

Since 1855, over 140 earthquakes have been felt in Sonoma County; however, only three caused serious, widespread damage. The south Sonoma Valley area suffered significant damage only in the earthquakes of 1891 and 1906. In the 1891 earthquake, nearly every house in Sonoma Valley was damaged to some extent, and many chimneys fell. In 1906, Santa Rosa and other west-county cities were devastated, but the City of Sonoma escaped serious damage. Although most of the chimneys in the area collapsed, masonry buildings were either undamaged or only slightly damaged. Even the adobes escaped relatively unscathed.

The lack of serious damage to the city in the past is not a reliable indicator of the effects of future earthquakes. Currently available data indicate that a potentially damaging earthquake should occur somewhere within the Santa Rosa Sheet (an area encompassing all of Sonoma and Napa Counties as well as portions of five other counties) on an average of once every 20 to 30 years. The last major earthquake in the area was the Santa Rosa earthquake of 1969.

### 3. Potentially Hazardous Faults

No known active or potentially active faults traverse the Planning Area; however, there are seven active or potentially active faults in Sonoma County, any of which could affect the City of Sonoma. Activity

along the Carneros fault in Napa County could also affect Sonoma. The faults of most significance to the city are the Rogers Creek, Tolay and San Andreas faults (see Fig. PSE-1). Their recurrence intervals (the average length of time between earthquakes of a particular magnitude) are shown in the table below.

TABLE PSE-1  
Earthquake Recurrence Intervals

<u>Fault</u>	<u>Recurrence Interval(1)</u>	<u>Estimated Magnitude Range(2)</u>	<u>Maximum Credible Magnitude(1)</u>
Rodgers Creek	100 years	5.6 - 6.5	7.5
Tolay	100 years	5.6 - 6.5	7.5
San Andreas	200 years	8.25	8.25

- 
- (1) Geology for Planning in Sonoma County, California Division of Mines and Geology, Special Report 120, 1980.
- (2) L. Mualchin, Associate Seismologist, California Division of Mines and Geology (from telephone conversation, March 3, 1986). (Note: given the uncertainties involved in estimating earthquake magnitudes for particular recurrence intervals, a conservative approach dictates the use of maximum credible magnitude for earthquake planning.)

#### 4. Hazards

Seismic hazards are of two types: primary and secondary. Primary hazards result directly from the earthquake and include surface rupture, groundshaking, and tsunamis. Secondary hazards result from the conjunction of groundshaking with existing geologic instabilities and include earthquake induced liquefaction and landslides. The city is subject to neither surface rupture, nor tsunamis; the others, however, are potential hazards.

Groundshaking is the most widespread effect of an earthquake and, in conjunction with structural failure, is the most destructive. Groundshaking is more intense in alluvial areas such as Sonoma, with intensity increasing proportionately to the thickness of the

alluvium. The alluvium underlying the Planning Area varies in thickness and is as much as 300 feet thick toward the south.

Liquefaction, a process induced by groundshaking, occurs when loose, wet, granular soils become suspended in water, losing strength and temporarily entering a liquid state. Buildings placed on soils prone to liquefaction may lose foundation support and experience structural failure during an earthquake. Liquefaction can also cause landslides.

There is insufficient information to make a conclusive statement regarding liquefaction potential within the Planning Area. However, because the Planning Area rests on unconsolidated alluvial deposits with a relatively high water table, it is likely that there are some areas with liquefaction potential. Based on the distribution of clay-free granular deposits, the potential for liquefaction in areas such as Sonoma is considered low to moderate. Actual liquefaction potential is best determined through the requirement of geology reports for individual project proposals.

Landsliding is an erosional process involving the sudden downslope movement of a mass of rock or soil. Apart from seismic hazards, landslides pose the only geologic hazard of potential significance within the Planning Area; therefore, a discussion of general landslide potential is incorporated in the discussion of earthquake induced landslides.

Landslides occur when the strength of slope forming materials is exceeded in some manner. Earthquakes can induce landslides through liquefaction and by triggering failures in slopes already near the limit of stability. Landslides can also occur more or less spontaneously as a result of accumulated stress. In both cases, landslides are more likely to occur after heavy rains have saturated soils or in soils which are chronically wet.

Most of the Planning Area lies on flat, stable valley land. The northeastern section of the Planning Area includes a small area of relatively unstable rock and soils on slopes of greater than 15%. This area, and the land immediately below, is largely undeveloped except for a scattering of houses and the Mountain Cemetery. Because this area will remain largely undeveloped due to restrictive zoning, neither earthquake induced, nor any other type of landslides present a significant hazard.

## 5. Seismic Effects on Structures

Because most earthquake caused deaths result from structural failures, it is appropriate to focus on potential seismic effects on structures. Groundshaking causes most structural failures. The response of a structure to an earthquake depends on the type, design and construction of the structure, as well as its location in relation to the earthquake.

Among the most vulnerable, non-occupied structures within the Planning Area are roads, power lines and water lines, as failure along any point can disrupt the entire system. Water tanks within the Planning Area pose little hazard due to their recent construction and distance from developed areas.

The potential effects of seismic activity on occupied buildings are best considered by grouping buildings among four types: critical/emergency buildings, high priority buildings, high use buildings, and smaller residences.

Critical/emergency buildings are those essential for responding to emergency situations. Buildings in this category include:

### a. Fire Station

Built in 1948, this building was thoroughly remodeled in 1982 and is in conformance with all applicable seismic safety standards.

### b. Police Department/Municipal Court/Council Chambers

Completed in 1981, this structure fully complies with current seismic safety standards.

### c. Sonoma Valley Hospital

The original structure was built in the 1950's, but has since been expanded and remodeled. In 1981, the facility was further expanded and the entire building strengthened to comply with current seismic safety standards.

### d. City Hall

Built in 1908, this historic, unreinforced stone and mortar structure is considered unsafe in the event of a major earthquake. The City is planning to reinforce the structure in compliance with State Historical Building Code standards in 1986.



High priority buildings are those which should survive an earthquake due to the nature of their occupancy, their importance to social coherence, or their desirability as emergency meeting places. Buildings in this category include:

a. Public Schools

Prestwood and Sassarini Elementary Schools and Sonoma Valley High School are all located within city limits. All were built since 1952, except for the main building of the high school which has been reinforced in compliance with the Field Act, and all are considered earthquake safe.

b. Convalescent Hospitals

The convalescent hospitals and rest homes within the Planning Area are single story structures of recent construction and therefore have moderate to high earthquake resistance.

c. Theaters

The Sebastiani Theater, located across from the Plaza, was built in the 1930's. Although somewhat overbuilt for its time, its safety in a major earthquake needs to be determined.

d. Community Center

A former school, this originally unreinforced brick and concrete structure now houses a variety of community groups. The City is currently renovating the building to bring it up to State Historical Building Code Standards.

e. Sonoma Valley County Library

Constructed in 1977-78, this building is considered earthquake safe.

f. Post Office and Veterans Memorial Building

These two single-story buildings, built since 1952, are considered only minimally susceptible to earthquake damage.

High use buildings are important due to the intensity of their use. Included in this category are commercial buildings, large apartment buildings, and churches. Sonoma's tallest buildings in this group, most of

them commercial buildings in the Plaza area, are no more than three stories tall. Because of their age, the historic buildings around the Plaza are probably the most vulnerable to earthquake damage, especially those of adobe construction. The other buildings in this group, because of their relatively small size and more recent construction, are not especially prone to earthquake damage.

The single family homes, the duplexes, and the small apartments which form the last category are one and two story structures, usually of wood frame construction. Such relatively small buildings, especially those of more recent construction, are resistant to earthquakes. The primary dangers are from collapsing chimneys and from fires. The most vulnerable buildings in this category are the mobile homes.

## **B. FIRES AND HAZARDOUS MATERIALS**

### **1. Background**

The Planning Area is potentially subject to both structural and wildland fires as well as accidents (spills, leaks, fires, etc.) involving hazardous materials. A hazardous material is any inherently "injurious substance, including pesticides, herbicides, toxic metals and chemicals, liquified natural gas, explosives, volatile chemicals and nuclear fuels" (California General Plan Guidelines, 1982).

Two fire districts operate within the Planning Area: fire protection within city limits is the responsibility of the City of Sonoma Fire Department; the unincorporated portion of the Planning Area is part of the Schell-Vista Fire District. The two belong to a county-wide mutual aid agreement.

The City maintains a full time staff of six firemen and a volunteer force of twenty. The all-volunteer Schell-Vista force numbers thirty-five. On the Fire Insurance Rating Scale (a one to ten scale with one the most desirable rating, and ten the least desirable) the city has a rating of five, and according to the Schell-Vista Fire Chief, the Schell-Vista District a rating of seven for residential structures.

Encompassing approximately 1.7 square miles, the city is the most urbanized portion of the of the Planning Area. The much larger unincorporated portion has three distinct areas: a small section of steep hills, undeveloped except for scattered houses and the Mountain Cemetery, along the north and northeast edge of the Planning Area; a strip of industrial uses, east of the city along Eighth Street East; lastly, farms, scattered rural housing and open space make up the remainder--and the bulk--of the Planning Area.

## 2. Structural Fires

The risk of structural fires, while present throughout the Planning Area, is concentrated in two locations: within the city, the Plaza area poses the greatest hazard; within the unincorporated portion, the industrial strip along Eighth Street East poses the greatest hazard.

### a. Within the City

In general, the risk of a major fire occurring within the City is low to moderate. Sonoma has good fire hydrant coverage and generally good emergency access. Ironically, due to the trend toward narrow, privately maintained streets, it is the newer subdivisions which tend to pose access problems. Sonoma employs Fire Flow and Weed Abatement Ordinances and the Fire Department implements an ongoing building inspection program.

The main fire protection problem is presented by the Plaza area. Generally of wood frame construction, the closely packed historic buildings around the Plaza lack sprinklers. The City has responded by proposing the formation of a Sprinkler District program to be administered by the Community Development Agency. Owners of buildings in the district would be eligible for grants or low interest loans to help install sprinklers in their buildings.

### b. Within the Unincorporated Area

Lacking in water, the unincorporated area has few fire hydrants. Emergency vehicle access is generally good, although some roads in the area are narrow and poorly maintained and access to the hills is quite limited. Due to the size of the area and the all-volunteer nature of the Schell-Vista Fire Department, first vehicle response time is usually from seven to fifteen minutes.

The main concentration of buildings in the area--and the main structural fire hazard--is the industrial strip along Eighth Street East. The lack of water, the industrial activity and the relatively high density all contribute to the hazard. Currently, the risk of fire is mitigated by the usually wide building setbacks and the proximity of a fire sub-station which is located on the north end of Eighth Street East.

### 3. Wildfires

Within the Planning Area, the risk of wildfires is largely confined to the unincorporated portion. Because there are only a few large parcels of agricultural and open land within city limits and because a Weed Abatement Ordinance is employed, the likelihood of a wildfire starting within the city is small; however, the city could be threatened by a wildfire started outside of city limits.

The hillsides within the unincorporated area have the greatest wildfire potential. Thick vegetation, limited access and steep slopes make fire suppression difficult. This area is classed moderate to high on the Fire Hazard Severity Scale. The remainder of the unincorporated area, comprised mainly of farms and scattered houses, is mostly flat, lightly vegetated and often irrigated, and therefore is not prone to wildfires.

### 4. Hazardous Materials

Within the city, controlling spills, leaks, fires and other emergencies involving hazardous materials is the responsibility of the City of Sonoma Fire Department; within the unincorporated portion of the Planning Area, such incidents are the responsibility of the California Highway Patrol and the Sonoma County Sheriff's Office. In the case of a major incident requiring additional or specialized help, a special force exists to respond specifically to accidents involving hazardous materials. Maintained jointly by Sonoma County and incorporated cities of Sonoma County, the unit is based in Santa Rosa and would take from twenty to thirty minutes to respond to an accident in the Planning Area.

Regarding the possibility of an accident or fire involving hazardous materials, three general areas of concern exist within the Planning Area: the City of Sonoma, the industrial strip along Eighth Street East, and farms.

#### a. Within the City

The city is the area of greatest hazard simply because more people would be liable to exposure. Highway 12 is an area of particular concern. However, because the city is composed mainly of residential and retail commercial uses and because Highway 12 is a relatively minor transportation route, a major accident involving hazardous material is unlikely.



b. Within the Unincorporated Area

The Eighth Street East area, with its mixed collection of industrial uses, may be the most likely to suffer an accident involving hazardous materials. The danger of such an occurrence would be compounded by the lack of water for fire suppression. However, the present types of activities in the area--mainly warehousing, wholesaling, and other light industrial uses--require and generate only low to moderate amounts of hazardous materials.

Agricultural operations normally use hazardous materials, most notably pesticides and herbicides. However, since the farms in the area are relatively small and often of low intensity, the likelihood of a major accident involving hazardous materials is quite small.

C. FLOODING

1. Background

The Planning Area has two separate flood control jurisdictions. Within the city, flood control is the responsibility of the City of Sonoma Public Works Department. Within the unincorporated area, flood control is the responsibility of the Sonoma County Water Agency. Although the Planning area is relatively flat and is crisscrossed with streams, flooding poses no threat to life, and only localized threats to property (see Fig. PSE-2).

2. Within the City

Flooding within the city largely stems from the two major streams passing through city limits, Nathanson Creek and Fryer Creek. The two are roughly parallel, flowing from north to south, with Nathanson Creek on the east side of the city and Fryer Creek on the west.

The smaller of the two is Fryer Creek. Its 100-year flood plain is both narrow and shallow. The most extreme flooding of the creek produces only nuisance street flooding (impeding, but not stopping traffic). Many of the flooding problems formerly caused by Fryer Creek have been corrected through storm drain improvements made over the last five years.

Nathanson Creek is larger and causes greater problems. Its 100-year flood plain is also fairly narrow within the city, but flooding of the creek can cause nuisance

street flooding, as well as threaten minor interior flooding in a few houses. As a long-range project, the County Water Agency has designated in its Master Plan a bypass to relieve flooding of Nathanson Creek. In its General Plan, the City requires development proposals on the proposed route to reserve land for the bypass.

Efforts to control flooding within the city focus on ongoing maintenance and improvements to the storm drain system and floodways, and on restrictions on flood plain development.

### 3. Within the Unincorporated Area

Outside of city limits to the south, the flood plains broaden and merge. Fryer and Nathanson Creeks are joined by Sonoma, Rodgers and Fowler Creeks. The area encompassed by the 100-year flood plains is largely in agricultural and low density rural uses. Although the flood plains are broad, they are also relatively shallow, usually no more than three feet deep. Flooding outside of city limits causes nuisance street flooding and can threaten some houses with minor interior flooding.

Maintaining floodways and restricting flood plain development are the primary means of flood control in the unincorporated area. The proposed Nathanson Creek bypass would help relieve flooding problems caused by Nathanson Creek.

# CITIZEN INVOLVEMENT





## GENERAL PLAN MEETINGS

### STUDY SESSIONS

July 19, 1984	Introduction to General Plan Update Process
August 16, 1984	Issues Identification
September 20, 1984	Residential/Housing Development
October 8, 1984	Commercial/Industrial Development
December 13, 1984	Growth and Annexation
January 17, 1985	Circulation
January 31, 1985	Conservation and Open Space
March 4, 1985	Preliminary Discussion of Land Use Alternatives (Joint P.C./C.C. Session)
March 21, 1985	Tourism

### JOINT P.C./C.C. SESSIONS

April 15, 1985	Discussion of Land Use Alternatives
April 29, 1985	Discussion of Land Use Alternatives
May 6, 1985	Discussion of Land Use Alternatives
May 29, 1985	Discussion of Land Use Alternatives
June 17, 1985	Discussion of Four Corners
July 9, 1985	Discussion of Four Corners
October 10, 1985	Review of Cultural Resources, Tourism, and Conservation and Open Space Elements
October 24, 1985	Review of Noise, and Public Health and Safety Elements
November 14, 1985	Review of Community Development Element
November 21, 1985	Review of Community Development Element
December 3, 1985	Review of Housing Element
December 16, 1985	Review of Circulation Element

### FINAL HEARINGS

January 23, 1986	Review of Draft EIR and General Plan
February 20, 1986	Adoption of Plan by P.C.
February 24, 1986	Adoption of Plan by C.C.

Public Hearing Participants  
(Partial List)

Judy Adams  
Ken Africa  
Kathleen and Thomas Anderson  
Gloria Barbieri  
Stephanie Batanides  
Herbert Batto  
Joel Bernstein  
John Bonnoitt  
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Claudia and Mick Chantler  
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Ron Mezzetta  
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Dave Viviani  
Virginia Weisel  
Richard Westerbeke  
John William  
Fred and Carol Xavier





# **ENVIRONMENTAL IMPACT REPORT**



**ENVIRONMENTAL IMPACT REPORT**  
**FOR THE CITY OF SONOMA**  
**1985 GENERAL PLAN**

**February, 1986**

**City of Sonoma**  
**No. 1 The Plaza**  
**Sonoma, CA 95476**  
**(707) 938-3681**

**State Clearinghouse No. 85121707**





## A. INTRODUCTION

### 1. Authority and Intent

Adoption and implementation of a general plan normally results in a variety of environmental effects and usually requires the preparation of an Environmental Impact Report (EIR). Because most of the required content of an EIR is encompassed in a general plan, California environmental law allows EIR's and general plans to be combined as parts of a single document. In preparing its general plan revision, Sonoma has chosen to exercise that option.

This EIR describes the potential environmental impacts, along with appropriate mitigation measures, of the City of Sonoma 1985 General Plan. Prepared in accordance with Chapter 11 of the 1982 California General Plan Guidelines and Article 9, section 15166 of the 1984 California Environmental Quality Act (CEQA) Guidelines, this EIR serves to reference and supplement the General Plan in terms of CEQA required content. The EIR section, in conjunction with the Plan as a whole, is intended to fully disclose the probable environmental effects of the Plan and act as an aid to decision making for the citizens of Sonoma, and City of Sonoma Planning Commission and the City Council.

### 2. Scope and Level of Detail

The EIR focuses on impacts resulting from growth within the city's Primary Sphere of Influence. Although the Plan addresses a much larger area, it must be stressed that the City's potential jurisdiction extends only to the Primary Sphere of Influence. The ultimate jurisdiction over lands outside the city's Primary Sphere but within its Area of Concern rests with Sonoma County. Impact analysis addresses the increment of growth and development added to the city by buildout of the Plan over a 20-year period. This buildout scenario assumes the maximum level of growth and development possible under the Plan for the area within the Primary Sphere. Growth under this scenario would add approximately 9,881 new residents, 4,639 new housing units and 700 new jobs to the area encompassed by the Primary Sphere of Influence.

This scenario is conservatively high and is unlikely to occur. It describes the amount of growth that could be accommodated if all vacant and under-utilized parcels within the Primary Sphere of Influence were to be developed at maximum allowed densities within 20 years. Actual growth will be substantially less, given the prevailing constraints to growth in the city and the valley. The City's Growth Management Ordinance will be a strong moderating influence. If it remains in force over the next 20 years, the population increase would be 57% less than as indicated by the buildout scenario and the impacts of the Plan would be correspondingly reduced. The buildout scenario is used for impact analysis because it is conservatively high, marking the upper limit of growth possible under the Plan.

Because the Plan serves as a broad framework for growth and development over a 20-year period, the discussion of impacts is necessarily somewhat general and qualitative; wherever possible, however, impacts are quantified.

3. Organization

The organization of the EIR generally follows EIR and General Plan Guidelines. A description of the project characteristics and the environmental setting is provided first, followed by an impact summary including an analysis of the long-term benefits and short-term costs of the Plan and an analysis of alternatives to the Plan. Next, is a complete inventory of impacts and mitigation measures. Lastly, background information on air quality is provided. Whenever possible, relevant portions of the Plan are referenced rather than duplicated, as allowed under Article 11, Section 15166 of the CEQA Guidelines.

The EIR has been amended in response to comments received during the review period. A list of persons, agencies and organizations commenting on the EIR is provided at the end of the document. Comments and responses to comments are detailed in the final EIR, available under separate cover.

Figure EIR-1



CITY OF SONOMA  
1985 GENERAL PLAN

SONOMA PLANNING & BUILDING DEPT.  
BRENDA GILLARDE, CONSULTANT

# REGIONAL LOCATION



## B. PROJECT DESCRIPTION

### 1. Definition

For purposes of this EIR, the project consists of the City of Sonoma's 1985 General Plan update including all of its elements, text, figures, maps and appendices, whether physically part of the Plan or incorporated by reference. Impact evaluation assumes the maximum level of growth and development, within the city's Primary Sphere of Influence, possible under the Plan, given its full implementation over a 20-year period. As noted previously, this scenario is conservatively high and actual growth will be considerably less.

### 2. Location and Boundaries

Belonging to the North Bay region of the San Francisco Bay Area, the City of Sonoma is located in southern Sonoma County. The city lies on the eastern edge of the South Sonoma Valley floor. The project location is shown at regional scale on Page 3. The actual project boundaries are represented by the Primary Sphere of Influence (see Fig. CDE-1).

### 3. Project Objectives

The objectives of the Plan are stated in the goals, policies and implementation of each element. The 1985 General Plan contains eight elements. The complete text of goals, policies and implementation programs is located as follows:

**Table EIR-1**

**Objectives of the Plan**

<u>Element</u>	<u>Pages</u>
Community Development Element (CDE)	CDE 3-15
Circulation Element (CE)	CE 8-11
Housing Element (HE)	HE 4-9
Tourism Element (TE)	TE 2-5
Historical and Archaeological Resources Element (HAE)	HAE 2-4
Conservation and Open Space Element (COE)	COE 2-8
Community Noise Element (NE)	CNE 2-5
Public Health and Safety Element (PSE)	PSE 3-7

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## C. ENVIRONMENTAL SETTING AND EXISTING CONDITIONS

The environmental setting and existing conditions of the project area are described throughout the Plan. The table below lists the setting, conditions and regional context by topic and references the location of the description within the Plan.

**Table EIR-2**

**Project Area Setting and Existing Conditions**

<u>Topic</u>	<u>Location</u>
Regional Setting	pp. CDE 18, 19
Local History	Background Data for the Historical and Archaeological Resources Element
Demographics	pp. CDE 30-34 pp. HE 12-18
Economic Conditions	pp. CDE 31-34
Land Use	pp. CDE 19-21; 34-37
Public Facilities and Services	pp. CDE 21-30
Housing	Background Data for the Housing Element
Transportation	Background Data for the Circulation Element
Air, Soils, Mineral and Water Resources	EIR, Section G pp. COE 13-14
Fish, Wildlife and Vegetation	pp. COE 1-2; pp. COE 13-14
Historical and Archaeological Resources	Background Data for the Historical and Archaeological Resources Element
Scenic Resources	pg. COE 1 Background Data for the Historical and Archaeological Resources Element
Tourism	Background Data for the Tourism Element
Energy	pg. HE 46
Noise	Background Data for the Noise Element
Geologic, Flood and Fire Hazards	Background Data for the Public Health and Safety Element

## D. RELATIONSHIP TO OTHER PLANS AND POLICIES

The City of Sonoma lies within several area-wide and regional planning jurisdictions. In seeking to coordinate its General Plan with regional policies, the three jurisdictions of primary importance to the City are the County of Sonoma, The Association of Bay Area Governments and the Bay Area Air Quality Management District. Each of these bodies has plans and policies pertaining to the city. In addition, the City itself employs a Growth Management Ordinance bearing a significant relationship to the Plan.

### 1. The County of Sonoma

Sonoma County has three plans affecting the city: the County General Plan, the South Sonoma Valley Specific Plan and the Sonoma County Commercial/Industrial Study. Because the County is in the process of updating its General Plan and preparing a new specific plan for the Sonoma Valley area, conformance with the current plans has been rendered moot. Instead, the City and County have attempted to coordinate the two General Plan updates. Coordination between the two planning efforts has taken several forms:

- a. the sharing of land use and economic data;
- b. joint participation in a traffic analysis of South Sonoma Valley (see Background Data to the Circulation Element);
- c. an effort by the City to reconcile its Planning Area land use designations with current County zoning;
- d. the use by the City of the County's housing allocations;
- e. continuing consultations between City and County Planners.

The coordination between the two planning processes should result in closely related, complementary plans. It should also be noted that by concentrating development within an already urbanized area and preserving productive agricultural lands, the City's General Plan conforms to the basic land use strategies of the current County General Plan — strategies which the County will likely retain.

### 2. The Association of Bay Area Governments (ABAG)

The regional planning body for the Bay Area, ABAG has adopted an updated regional plan (Regional Plan 1980) intended to articulate regional development policies and provide a context for local planning efforts. ABAG also has the responsibility of developing housing needs allocations for the cities and counties within its jurisdiction.

#### a. The Regional Plan

As revised in 1980, the Bay Area Regional Plan is a policy plan; it has no map. The basic strategies advocated by the Plan may be summarized as follows:

- 1) urban growth should occur within and around existing communities;
- 2) communities should work to provide a balance of housing, job and shopping opportunities;
- 3) urban growth should be directed towards developing communities capable of attracting and supporting a range of services and facilities to provide focal points for larger areas;
- 4) land use and public facilities planning should be coordinated to effectively guide urban development toward desired ends.

Sonoma's General Plan clearly embodies the regional strategies set forth by ABAG. As in strategy (1) the Plan concentrates growth within and adjacent to the existing city limits. The Plan seeks to provide a balance of housing, jobs and shopping as called for in strategy (2), commensurate with the town's existing character. Sonoma is and would continue to be the urban focal point of South Sonoma Valley as called for by strategy (3). Lastly, the Plan explicitly coordinates land use, development and service provision as in strategy (4).

b. Housing Allocations

As noted earlier, the City has chosen to use the housing allocations developed by Sonoma County, rather than the ABAG allocations (both are shown on pg. HE-33). After comparing the two allocations, the City determined that those developed by the County more accurately reflected local conditions. In choosing to use the County allocations, the City is in conflict with regional housing policy.

3. The Bay Area Air Quality Management District (BAAQMD)

As the regional body responsible for enforcing state and federal air quality regulations, BAAQMD, in conjunction with the Metropolitan Transportation Commission, has adopted a regional air quality plan to achieve attainment with federal air quality standards. Because the Plan is based on ABAG projections, conformity to the Air Quality Plan is assessed on the basis of conformity to the projections: if a city's general plan would produce population or employment increases significantly above those projected by ABAG, the general plan would be considered non-conforming.

Buildout of Sonoma's General Plan would permit a substantially higher population in Sonoma than as predicted by ABAG's Projections '85: 18,482 under the Plan, versus 13,900 projected by ABAG for the year 2005; however, buildout is not expected to occur within twenty years. If the City's present Growth Management Ordinance were to remain

in place, Sonoma's 2005 population would only be approximately 12,500. Also, projected emissions, even under buildout, are not expected to exceed state or federal standards. For these reasons, Sonoma's General Plan conforms to the Bay Area Air Quality Plan.

4. The Growth Management Ordinance

Since 1980, residential development within city limits has been restricted to a maximum of 100 planning approvals per year, with actual development averaging 88 units per year over the last five years. This limit is set by the City's Growth Management Ordinance, developed and adopted in response to a growth study (1) conducted for the City. That study found a 100 unit average to be optimum in terms of fiscal impacts and infrastructure costs. Although an interim ordinance subject to annual renewal, the GMO is based upon long-range considerations and represents long-range policy. In terms of the 1985 General Plan its importance is evident. If retained over the lifetime of the Plan, the GMO would greatly reduce impacts of the Plan from the levels described herein (For a more detailed description of the GMO, see page HE-37.)

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(1) Growth Study for the City of Sonoma, Walt Smith and Associates, 1980.



## E. SUMMARY OF IMPACTS

The impacts of implementing Sonoma's 1985 General Plan are summarized below in terms of the following CEQA mandated topics: potentially significant impacts, unavoidable and irreversible impacts, impacts found to be insignificant, the short-term benefits and long-term costs of the Plan, and alternatives to the Plan. This summary is followed by a complete inventory of the Plan's impacts.

### 1. Potentially Significant Impacts

The following impacts — including impacts directly resulting from the Plan, cumulative impacts and growth-inducing impacts — although potentially significant, can all be either completely eliminated or mitigated to acceptable levels.

- a. The Plan expands the amount of land available for urban development and would result in a small shift in the existing proportions of land uses.
- b. The Plan would permit up to 9,881 new residents.
- c. Buildout of the Plan could result in a maximum of approximately 4,640 new housing units.
- d. By the year 2005, up to 40,000 two-way peak hour automobile trips could be generated by existing and cumulative development; approximately 26% of these trips would result from growth within the city (under the Growth Management Ordinance).
- e. Buildout of the Plan, in addition to cumulative development in Sonoma Valley, would generate increased demands on public services, facilities and infrastructure.
- f. The water quality of local creeks could be degraded under buildout.
- g. In conjunction with cumulative development, buildout of the Plan could result in dry-period sewage outfalls into Schell Slough that would violate State water quality standards.
- h. Impairment of creek water quality or physical changes to riparian habitats caused by buildout could result in the loss of fresh water plants and animals.
- i. Development along Sonoma Creek could degrade gravel deposits associated with the creek or preclude their development.
- j. The loss of vacant land or the development of sensitive habitats caused by buildout of the Plan could result in the loss of plants and animals.



- k. Buildout of the Plan could result in the loss of historically or archaeologically significant sites and structures.
- l. Scenic resources could be lost or degraded under buildout.
- m. Future residents of Sonoma allowed by buildout of the Plan would be exposed to a variety of natural and man-made hazards.
- n. Buildout of the Plan could result in unacceptable noise levels.

In most cases, these impacts are either eliminated or mitigated to acceptable levels by policies and programs already contained within the Plan. Occasionally, mitigation measures identified in the EIR are not included in the Plan. These involve actions that other responsible agencies could reasonably be expected to take, but that are beyond the scope of the City's authority. In addition, the City currently employs a Growth Management Ordinance limiting residential development approvals to no more than 100 dwelling units per year. In conjunction with General Plan policies to ensure that development complements Sonoma's small-town atmosphere and respects the capacity of public services and facilities, the Growth Management Ordinance, if retained, will further lessen the impacts of the Plan.

## 2. Significant Impacts Impossible to Avoid or Reverse

These are impacts that could result directly from implementation of the Plan and in conjunction with cumulative area-wide growth that can neither be avoided, reduced to insignificance, nor reversed, regardless of mitigation measures. Nevertheless, the Plan does contain policies and programs to minimize the effects of these impacts as much as practicable without sacrificing its objectives.

- a. Up to 950 currently vacant or underutilized acres, including about 40 acres of Class I and Class II soils, could be developed at urban densities.
- b. Buildout of the Plan would further urbanize South Sonoma Valley and would permanently change the existing character of the city.
- c. The expansion of services and facilities required by buildout of the Plan and by cumulative development throughout Sonoma Valley would be effectively irreversible.
- d. Buildout would result in the consumption of an unknown amount of energy for the construction and maintenance of urban uses. Increased traffic would also consume energy.
- e. Growth in the city's population, housing stock, economy and infrastructure, and the commitment of resources necessary to achieve that growth would be, for all intents, irreversible.

### 3. Impacts Found not to be Significant

This section identifies impacts of the Plan that, either because of their lack of significance or their beneficial nature, would not require mitigation. In cases where the impact, while insignificant, is adverse, the Plan contains mitigation measures.

#### a. Air Quality

Buildout of the Plan, even in conjunction with area-wide development, is unlikely to have any significant adverse impact on air quality. Because of increasingly restrictive automotive emission standards, air quality in Sonoma Valley could even improve.

#### b. Land Use

The pattern of land use proposed by the General Plan is almost wholly beneficial: urban development is focused in a compact area, within and adjacent to an already urban center; a variety of housing types are allowed while preserving existing neighborhoods; agricultural, scenic and environmentally sensitive lands are preserved.

### 4. Short-term Benefits Versus Long-term Costs

The basic purpose of the General Plan is to ensure that short-term decisions are made within a long-term perspective by articulating goals regarding the city's future development. The benefits of the Plan, both short-term and long-term, are numerous and self-evident. By way of summarizing them, they include: provision for future growth in a level and manner in keeping with the wishes of the city's residents actively involved in formulating the Plan; preservation of agricultural, scenic and environmentally sensitive land; provision of housing and job opportunities for future residents; and the linkage of growth to service and facility availability. The long-range costs of implementing the Plan are the commitment of resources necessary to sustain the development and the increasing urbanization of Sonoma Valley.

### 5. Alternatives to the Plan

In this section, three alternatives to the 1985 General Plan are discussed: a low growth alternative and a high growth alternative developed in the early stages of the General Plan update process, and the "no project" alternative mandated by CEQA. The planning alternatives are discussed separately from the "no project" alternative. All three have been previously considered by the citizens, Planning Commission and City Council of Sonoma, and were rejected in favor of the alternative used in developing the General Plan as it is now written.

#### a. Land Use Alternatives

In the second phase of the General Plan update process, three land use alternatives were developed and presented for discussion in a series of joint City Council/Planning Commission public hearings. In essence, the alternatives represented varying levels of urban expansion.

-Alternative A was a low growth alternative. It would allow the least growth—and fewest impacts—of all the alternatives, including the "no project" alternative.

-Alternative B was a moderate growth alternative, the mid-point of expansion between the other two. This alternative was ultimately selected and refined into the 1985 General Plan.

-Alternative C was a high growth alternative. It designated an urban expansion area (Primary Sphere of Influence) approximately twice as large as that of Alternative B.

Of the land use alternatives considered during the update process, Alternative A would undoubtedly have the fewest environmental impacts, simply because it allowed the least amount of growth. Alternative A was ultimately rejected by the City because it was believed to allow too little opportunity for future development. Conversely, Alternative C was rejected as allowing too much development. The City chose Alternative B as best representing its goals for the future of Sonoma.

b. The "No Project" Alternative

The "no project" alternative is defined in this EIR as the continuation of the goals, policies and programs of Sonoma's 1974 General Plan. Implementation of this alternative would result in the following broad impacts (1):

- 1) A maximum population within the Planning Area of 27,248 residents, much higher than the maximum Planning Area population of 20,067 possible under the 1985 General Plan.(2)
- 2) A total Planning Area housing stock of 10,805 units, higher than the 9,527 total allowed under the 1985 General Plan.
- 3) A commensurate level of impacts on transportation, public services and facilities, air quality, agriculture, etc.

In general, the 1974 Plan would allow a greater amount of development and, therefore, a higher level of impacts than the 1985 General Plan. The 1985 General Plan is also superior in that urban development is concentrated within a limited area, as opposed to the 1974 General Plan, which allowed a significant amount of sprawling, low density development.

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(1) General Plan, City of Sonoma, 1974.

(2) Although the Planning Area boundaries used in the 1974 and 1985 General Plans are not identical, they bear close correspondence.

## F. INVENTORY OF IMPACTS AND MITIGATION MEASURES

### 1. Assumptions

As stated in the Project Description, the following impact analysis is based on a particular model or scenario of growth under the Plan: the buildout scenario. The impact inventory describes the effects of growth added to existing development by buildout within the Primary Sphere of Influence (see Fig. CDE- 1). The buildout scenario was chosen because it is the most conservatively extreme; i.e., it describes the maximum amount of growth that could occur under the Plan.

Three elements compose the buildout scenario:

- a. Full implementation of the General Plan over a 20-year timeframe;
- b. Development of every vacant and under-utilized parcel within the Primary Sphere of Influence to the maximum allowed density (buildout);
- c. Commensurate expansion of population, jobs, services, facilities, etc.

Although analytically useful, the buildout scenario is misleading because it is unlikely to occur within the 20-year timeframe of the General Plan. The impacts derived from the buildout scenario will, therefore, probably not occur to the degree specified in the impact inventory. In order to illustrate the difference in impacts between the buildout scenario and more likely levels of growth, impacts resulting from two additional scenarios are included for comparison of selected impact topics (impacts on public facilities).

The two other scenarios used are the County Projection Scenario and the Growth Management Scenario:

- a. The County Projection Scenario assumes growth in the city will follow the population projections developed by the Sonoma County Planning Department, resulting in an additional 5,646 residents by the year 2005.
- b. The Growth Management scenario assumes the maximum amount of development possible were the City's Growth Management Ordinance continued over the next 20 years; 2,000 additional housing units and 4,260 new residents (assuming an average household size of 2.13).

### 2. Organization

For clarity and brevity, impacts and mitigation measures are listed in table format. Impacts, along with corresponding mitigation measures, are grouped under broad categories generally corresponding to the topics previously listed in Table EIR-2.



### 3. Using the Inventory

The inventory summarizes the significant effects of the Plan and relates them to appropriate mitigation measures. It is composed of three columns. In the first (left-most) column, the impact is briefly described. Impacts are organized according to the previously noted topics.

The middle column identifies the type and effect of each impact. A two-letter code is used. The first letter denotes the type of impact:

D = Direct —	Impacts caused primarily and directly by implementation of the General Plan.
C = Cumulative —	Impacts caused by the General Plan which are insignificant in themselves, but in conjunction with area-wide development become significant over time.
G = Growth Inducing —	Impacts promoting or inducing growth, regardless of mitigation measures.
I = Irreversible —	Impacts impossible to prevent or reverse, regardless of mitigation measures.

The second letter denotes the general effect of the impact:

A = Adverse —	Impacts having a negative effect on environmental quality.
B = Beneficial —	Impacts having a positive effect on environmental quality.
U = Unknown —	Impacts whose effect on environmental quality cannot be predicted with confidence.

The third column lists appropriate mitigation measures for each impact or describes why mitigation is unnecessary.

In general, the Plan anticipates impacts and incorporates appropriate mitigation measures in the form of policies and implementation programs. Additional mitigation measures identified in the EIR are generally unsuited for placement in a General Plan. When either an impact or a mitigation measure entered in the inventory is discussed in the Plan, its location within the Plan is noted in parentheses using the initials of the appropriate element and the page number of the relevant discussion.



# ENVIRONMENTAL IMPACT INVENTORY

## IMPACT

## TYPE / EFFECT

## MITIGATION

### A. LAND USE (See pp. CDE 15, 19-21, 34-37)

1. The Plan designates approximately 1,363 acres of currently vacant or underutilized land for urban development or for preservation as agricultural or open hillside land. Buildout of this land would require an increased level of services and facilities and could encroach on agricultural land. Assuming buildout of the Plan, the existing pattern of land use would change somewhat (see Table 3, below). The land use pattern proposed by the Plan is graphically depicted in CDE fig. 1.

G/U

1. The pattern of land use proposed by the General Plan incorporates the following features:

- (a) The Plan recognizes both the existing pattern of land use and anticipated needs;
- (b) Urban development is concentrated in a compact area, minimizing the costs of extending services and infrastructure (CDE Policies 6-7);
- (c) Sensitive hillsides and agricultural land within and around the city are kept at very low densities and the Plan contains policies to maintain agriculture within and around the city (CDE Policies 5-8, COE Policies 1-2).

Table EIR-3

Land Use, Existing and Proposed (1)

<u>Use</u>	<u>% Existing (2)</u>	<u>% at Buildout (3)</u>
Residential	58%	60%
Commercial	12%	6%
Parks	2%	4%
Public	22%	10%
Resource (4)	6%	20%

- (1) Vacant Land Inventory, City of Sonoma, 1985.
- (2) Within existing city limits.
- (3) Within Primary Sphere of Influence.
- (4) Includes wine production, agriculture and hillside preservation lands.

# ENVIRONMENTAL IMPACT INVENTORY

## IMPACT

## TYPE / EFFECT

## MITIGATION

### B. POPULATION (See pp. CDE 30-34; pp. HE 12-18)

1. Assuming buildout of the Plan and a future average household size of 2.13, up to 9,881 new residents could be added to the existing population of the Primary Sphere, estimated to be 8,601 (see buildout chart: CDE Table 3). Available data indicate that the existing age/sex distribution would remain roughly constant and that minorities would make up a slightly larger share of the population (see pp. HE 14).

G/U

1. The Plan contains policies to insure that population growth caused by development will not exceed the ability of the City to provide adequate services and infrastructure improvements (CDE Policies 6-8).
2. The Plan contains policies and programs to ensure a diversity of housing types and provide housing opportunities to all economic segments of the population (CDE Policies 3, 4; HE Policies 1-6, Implementation Programs 1-7).
3. The Plan contains policies to provide local employment opportunities for the city's present and future residents (CDE Policies 2, 9).

# ENVIRONMENTAL IMPACT INVENTORY

## IMPACT

## TYPE / EFFECT

## MITIGATION

### C. HOUSING (See pp. HE 19-20)

- Up to 4,639 new housing units could be added to the existing housing stock were buildout of the Plan to occur. The current pattern of housing unit types within the Primary Sphere of Influence would change from 70% single-family detached and 30% multi-family to 67% single-family detached and 33% multi-family. By increasing the amount of land available for multi-family housing (especially within the existing city limits) the Plan provides housing opportunities to a variety of income groups.

G/U

- The Plan contains policies to insure that development does not out-strip service and infrastructure capacity (CDE Policy 7, 8).
- Currently, the City has an interim Growth Management Ordinance limiting development approvals within the city to 100 units per year. If the City continues to extend the Growth Management Ordinance over the 20-year lifetime of the General Plan only 2,000 new units could be built. Site specific impacts would be addressed through the EIR process.
- The pattern of residential densities proposed by the Plan respects existing neighborhoods.

### D. TRANSPORTATION (See Circulation Element)

- Existing and cumulative development, including development within the city under the Growth Management Ordinance, could result in up to 40,000 two-way peak hour automobile trips within (or through) Sonoma Valley. A variety of circulation improvements would be needed to accommodate this increase.

C/A

- The Plan would encourage and facilitate alternative modes of travel including walking, bicycling and transit (COE Policy 13, Implementation Program 2; CE Policies 6, 7).
- Based on the traffic model, the improvements called for in the Circulation Element would, if implemented, generally accommodate anticipated traffic volumes, although driver delays could occur at some intersections during peak periods.

# ENVIRONMENTAL IMPACT INVENTORY

## IMPACT

## TYPE / EFFECT

## MITIGATION

### E. PUBLIC SERVICES AND FACILITIES (See pp. CDE 21-30)

#### 1. Sewer

- a. Buildout of the Plan could add up to 1.2 mgd to existing dry weather sewage flows and up to 1 mgd to existing wet weather flows. Neither increase would exceed the existing treatment capacity of the local sewer treatment plant.

In comparison, buildout according to the County projection scenario would result in a .7 mgd increase in dry weather flows, and buildout under the GMO scenario would add only .5 mgd to existing dry flows.

- b. Cumulative development throughout the South Sonoma Valley could require an increase in the treatment capacity of the plan by 2000-2005.

#### 2. Water

- a. Buildout of the Plan could require 73% (224 ac. ft./month) increase in the City's existing water entitlement, necessitating the development of a new water supply pipeline or some other water source. At the rate of growth necessary to reach buildout by the year 2005, the existing entitlement would be used up by 1990-91.

Development under the County projections would require a 23% increase in existing capacity, with capacity reached by 1995-96. Under the GMO an 11% increase in capacity would be needed, with the entitlement used up by 1998-99.

D/A

1. Because capacity would not be exceeded, no mitigation is necessary; nevertheless, the Plan contains policies to promote residential water conservation (HE Policy 9) and tie development to the availability of services (CDE Policies 7, 8).

C/A

1. The South Sonoma Valley Sewer District, in conjunction with Sonoma County and the City of Sonoma, would either have to increase treatment capacity or limit growth.

D/A

1. The Plan contains policies to ensure that development does not exceed service and infrastructure capacity (CDE Policies 7, 8).
2. The Plan contains a policy promoting residential water conservation (HE Policy 9).
3. The Plan recommends that the City, the Valley of the Moon Water District and the Sonoma County Water Agency work together to develop a new water supply pipeline to the South Sonoma Valley (CDE Implementation Program 6).

# ENVIRONMENTAL IMPACT INVENTORY

## IMPACT

## TYPE / EFFECT

## MITIGATION

### 3. Solid Waste

- a. Buildout of the Plan could result in the generation of an additional 207 tons of refuse per week, necessitating 10 additional trucks.

Development under the County projections would result in an additional 131 tons per week of refuse, requiring 6 additional trucks. Buildout under the Growth Management Ordinance would result in an additional 107 tons per week of refuse, requiring 5 additional trucks.

D/A

1. The local collection service would increase service and equipment levels as necessary.
2. The Sonoma County Public Works Department is currently developing a solid waste information program to encourage and coordinate recycling, reuse and waste reduction. Over the long term, the County hopes to reduce the rate of waste generation by as much as 20% (Sonoma County Solid Waste Management Plan, November, 1985).
3. The City could work with the County Public Works Department to promote recycling, reuse and waste reduction within the City of Sonoma.
4. The City could establish a recycling drop-off center within city limits to be operated by the City's collection franchise.

- b. Solid waste generated by cumulative growth throughout the County will result in the need for a new central landfill by 1994.

C/A

1. The County Public Works Department has begun the site selection process for a new central landfill and hopes to have a new central site on line by 1993-94 (Sonoma County Solid Waste Management Plan, November, 1985).



# ENVIRONMENTAL IMPACT INVENTORY

## IMPACT

## TYPE / EFFECT

## MITIGATION

### 4. Police Protection

In order to maintain the existing police-to-population ratio, buildout of the Plan would necessitate 18 additional full-time sworn officers (with a corresponding increase in staff and equipment levels), slightly beyond the planned capacity of the existing police facility.

In contrast, buildout under the County projections would require 12 additional full-time sworn officers while buildout under the growth management ordinance would require 10 additional full-time sworn officers.

D/A

1. The City would increase the staff and service levels of the Police Department as necessary.
2. The need for additional full-time sworn officers could be reduced if the City places the interim officer program on a year-round basis. The City is currently studying this option.
3. The layout of the existing police facility and the size of the site permit expansion of the facility if necessary (Sonoma Police Facility, DEIR, Walt Smith and Associates, 1980).

### 5. Fire Protection

- a. Buildout of the Plan could require an additional ten full-time firefighters, with a corresponding increase in staff and equipment levels, to maintain the existing man power/population ratio. The existing Fire Department facility could probably accommodate the increase in manpower, but a new substation might be needed to house additional equipment.

Alternatively, buildout under the County projections would necessitate an additional seven full-time firefighters, while buildout under the Growth Management Ordinance would necessitate an additional five full-time firefighters.

D/A

1. The City will increase Fire Department staffing and equipment levels as necessary.
2. The City is developing a sprinkler district in the downtown area to promote the installation of fire-suppression sprinklers in the vulnerable historic buildings around the Plaza (PSE Implementation Program 2).
3. The future need for additional firefighters could be reduced if the City strengthened its existing Fire Flow Ordinance by requiring fire suppression sprinklers and flame retardant roofs of all new residential development. Currently, the Fire Chief is studying the feasibility of such a requirement.

# ENVIRONMENTAL IMPACT INVENTORY

## IMPACT

## TYPE / EFFECT

## MITIGATION

### 6. Public Schools

- a. Ultimate buildout of the Plan could require increases in local enrollment capacity as shown on page CDE-30, Table 5. A new elementary school could be necessary, as well as substantial expansion of junior high school and high school enrollment capacity.

By way of comparison, the need for increases in enrollment capacity produced by buildout under the County projections and under the Growth Management Ordinance are shown in the table below

Table EIR-4

Potential Enrollment Capacity Needs under  
the County Projections and the GMO (1)

<u>Growth Scenario</u>	<u>Grade Level</u>		
	<u>K-6</u>	<u>7-8</u>	<u>9-12</u>
County			
Increase needed:	666	198	0
% of total existing capacity:	65%	25%	0
GMO			
Increase needed:	441	123	0
% of total existing capacity	43%	15%	0

(1) Same assumptions as used in "Current and Potential Enrollment Capacity Needs," Table CDE-8.

D/A

1. The Sonoma Valley Unified School District could undertake the following short-term and long-term actions to increase enrollment capacity. Some of these actions are currently under consideration by the school district.

- Change district lines to maximize existing capacity.
- Supplement existing schools with portable units.
- Develop a school facilities master plan to address capacity needs, siting, construction and financing.
- Consider, in conjunction with the City, assessing school impact fees on new residential development to provide capital improvement funds.

# ENVIRONMENTAL IMPACT INVENTORY

## IMPACT

## TYPE / EFFECT

## MITIGATION

- b. Cumulative growth within the school district could necessitate the construction of new schools within 15-20 years.

D/A

1. Same mitigation as for E.6.A above.

### F. IMPACTS ON AGRICULTURE (See pp. COE 13-14)

1. Buildout of the Plan would result in the loss of approximately 40 acres of Class I and II soils to development at urban densities. The impacts on agriculture resulting from the loss of this land would be minimal for the following reasons:

D/A

1. The Plan retains approximately 95 acres of agricultural land within existing city limits and the Primary Sphere of Influence.

- a. The land is contiguous to urban development.

- b. The average parcel size of the land in question is only 1.7 acres, too small for any but limited agricultural operations.

- c. Eighty-two percent of the parcels are already partially developed with single family residences.

- d. Only between 10 to 15 acres are actually used for agriculture.

2. By concentrating urban development within a compact area and placing surrounding agricultural land in very low density agricultural zones, the Plan facilitates the preservation of agricultural land (Fig. CDE-1).

3. The Plan contains policies promoting agriculture (COE policies 5-8; COE policies 1, 2).

2. Buildout of the Plan could lead to increased conflicts between agricultural and residential uses.

D/A

1. The Plan contains policies to reduce agricultural/residential conflicts (COE policies 6-8; COE policy 1).

3. Cumulative development throughout Sonoma Valley will result in the loss of agricultural land and increasing conflicts between agricultural and residential uses.

C/A

1. Same mitigation as for F.1 and F.2 above.

2. The overall development policy of the Sonoma County Planning Department, which has jurisdiction over the unincorporated areas of Sonoma Valley, is to concentrate urban development in existing urban centers, thus maintaining agricultural land and avoiding land use conflicts.

# ENVIRONMENTAL IMPACT INVENTORY

## IMPACT

## TYPE / EFFECT

## MITIGATION

### G. AIR QUALITY (See Section G of the EIR)

1. Buildout of the Plan, even in conjunction with area-wide development, is not expected to have any significant impact on air quality. The total amount of various automobile generated pollutants may even decline due to increasingly strict automobile emission standards and the gradual replacement of older, more polluting automobiles with cleaner models.

C/U

1. Even though no significant air quality impacts are anticipated the Plan contains policies and programs to minimize air pollution.
  - a. Bicycling and walking would be facilitated by construction of bikeways, pathways and trails (COE policy 11, implementation 2; CE policy 7).
  - b. Transit would be encouraged (CE policy 6).
  - c. Implementation of the various parking and roadway improvements called for in the circulation element would minimize traffic congestion, allowing traffic to move at higher, less polluting speeds.
  - d. Higher density housing would be placed close to major commercial centers and would have access to transit and major thoroughfares (HE policy 8).
2. Projects having potentially significant impacts on air quality would be subject to the CEQA process as well as applicable federal, State and regional air quality standards.

# ENVIRONMENTAL IMPACT INVENTORY

## IMPACT

## TYPE / EFFECT

## MITIGATION

### H. WATER RESOURCES (See pp. CDE 21-25; pp. COE 13, 16)

1. Development of or near creeks and runoff directed toward creeks could degrade the water quality of local creeks.

D/A

1. The Plan requires ample building setbacks from creeks (COE policy 5).
2. The Plan prohibits hillside developments that would impact the water quality of local creeks (COE policy 3).
3. The Plan discourages gravel extraction along Sonoma Creek (COE policy 7).

2. Increased sewage outfalls during the dry season caused by buildout of the Plan could contribute to current water quality violations by the sewage treatment plant of Schell Slough.

D/A

1. The sewer district is developing a plan to store effluent produced in the dry season for agricultural irrigation or release during the wet period. Once implemented, this program should be able to accommodate existing and future dry period flows up to the design capacity of the treatment plant.

### I. MINERAL RESOURCES (See pg. COE 14)

1. Development along Sonoma Creek could degrade the gravel deposits associated with the creek or preclude their extraction.

D/A

1. The Plan contains policies that would preserve Sonoma Creek's gravel deposits and prevent development that might preclude their extraction:
  - a. The Plan restricts flood plan development (PSE policy 12);
  - b. The Plan would maintain riparian corridors in their natural state (COE policy 5);
  - c. The Plan would allow only channel improvements which retain the natural vegetation and configuration of local creeks (COE policy 6).



# ENVIRONMENTAL IMPACT INVENTORY

## IMPACT

## TYPE / EFFECT

## MITIGATION

### J. FISH, WILDLIFE AND VEGETATION (See pp. COE 1, 13-14, 16-17)

1. The impairment of water quality, reduction of shading or channelization of local creeks caused by buildout of the Plan could reduce the numbers and types of fish and other stream animals and vegetation inhabiting local creeks.

D/A

1. The Plan contains policies to limit development that could encroach on local creeks or impair their water quality (COE policies 3, 5).
2. The Plan contains a policy to maintain riparian corridors in their natural state (COE policy 5).
3. The Plan allows only channel improvements that retain the natural configuration and vegetation of local creeks (COE policy 6).
4. The Plan discourages gravel extraction along Sonoma Creek (COE policy 7).

2. Buildout of the Plan would result in the development of 956 acres of vacant and under-utilized land at urban densities. Development of this land would eliminate any wildlife habitats currently existing on that land. The actual impacts on wildlife and vegetation are expected to be low for the following reasons:

I/A

- a. The land designated for urban development is within or contiguous to existing urban development.
- b. Most of it is either infill or is in low density residential or agricultural use and does not harbor any significant wildlife habitats.

1. The Plan preserves and protects the richest wildlife habitats within the primary sphere of influence: riparian corridors and the undeveloped hillsides (COE policies 3, 5, 6, 7, HAE policy 4).
2. The Plan requires the preservation of habitats which support rare or endangered species (COE policy 4).
3. Projects having potentially significant environmental impacts will be subject to the EIR process.

# ENVIRONMENTAL IMPACT INVENTORY

## IMPACT

## TYPE / EFFECT

## MITIGATION

### K. HISTORICAL AND ARCHAEOLOGICAL RESOURCES (See Historical and Archaeological Resources Element)

1. Development caused by buildout of the Plan could be at the expense of existing historic sites and structures.

D/A

1. The Plan calls for the preservation and reuse of historically or architecturally significant structures (HAE policy 2, programs 1-6, 8).

2. Development caused by buildout of the Plan could result in the destruction of archeological sites, structures and artifacts.

D/A

1. The plan contains policies and programs to ensure the preservation of archeological resources (HAE policies 5-8, program 7).

### L. SCENIC RESOURCES (See Background Data for HAE; pp. COE 1, 13-14)

1. Development caused by buildout of the Plan could result in the loss or degradation of the City's natural and man-made scenic resources.

D/A

1. The Plan contains policies and programs for the protection, preservation and enhancement of all of the City's major scenic resources:

- a. Hillsides (HAE policy 4, COE policy 3).
- b. Riparian corridors and creeks (COE policies 5, 6, 7).
- c. Agricultural land (COE policy 1; CDE policies 6-8).
- d. Historically/architecturally significant buildings (HAE policies 1, 2, 3, 8, programs 1 - 6, 8; TE policy 2, program 1).
- e. Parks and pathways (COE policies 10-13, programs 1, 2).
- f. Future development (CDE policy 3; HAE policy 2).
- g. View corridors (COE policy 9).

# ENVIRONMENTAL IMPACT INVENTORY

## IMPACT

## TYPE / EFFECT

## MITIGATION

### M. HAZARDS (See Public Health and Safety Element)

#### 1. Geologic

- a. Hillside development generated by buildout of the Plan could be subject to landslides.

D/A

1. The Plan restricts hillside development to very low densities (1 unit/10 acres) (HAE policy 4, CDE Land Use Plan).
2. The Plan requires the submittal of soils and geology reports for development proposals in hazardous areas as well as the incorporation of measures to reduce hazards to acceptable levels (PSE policies 1, 2).

- b. City residents would be subject to earthquake related hazards including groundshaking, landslides, liquifaction and structural failure.

D/A

1. The Plan contains policies and programs to comprehensively address earthquake hazards:
  - a. Proposed developments would be evaluated on the basis of geologic hazards and required to reduce identified hazards to acceptable levels (PSE policies 1, 2).
  - b. Hillside development would occur only at very low densities and would be subject to geological hazard evaluation and hazard mitigation requirements (HAE policy 4; COE policy 3; CDE Land Use Plan; PSE policies 1, 2).
  - c. Future critical and high priority facilities are required to conform to the latest adopted seismic safety and building codes (PSE policy 3).
  - d. A structural survey of historic buildings in the Plaza area would be undertaken, and the City would work to bring them up to the State Historic Building Code (PSE program 8).
  - e. Public awareness of the City's Emergency Plan would be promoted, and the City would review, update and exercise the Emergency Plan as necessary (PSE policies 13, 14).
2. The City will rehabilitate City Hall and the Community Center, bringing them up to the State Historic Building Code.

# ENVIRONMENTAL IMPACT INVENTORY

## IMPACT

## TYPE / EFFECT

## MITIGATION

- c. Future residents and development would be subject to hazards associated with fires and hazardous materials.

D/A

1. The Plan contains policies and programs to comprehensively address hazards associated with fires and hazardous materials.
  - a. Future developments would be evaluated in terms of fire protection adequacy (PSE policy 5).
  - b. Public awareness of fire hazards would be promoted (PSE program 4).
  - c. The Fire Department would strive to improve the overall level of fire protection (PSE policy 7).
  - d. The historic buildings in the Plaza area would receive structural evaluations and would be eligible for grants or low interest loans for the installation of fire suppression sprinklers (PSE programs 2, 8).
  - e. Users of hazardous materials would be identified and an inventory of the materials used developed (PSE policy 6, programs 5, 6).
  - f. Onsite handling, transportation and storage of hazardous materials would be regulated (PSE policy 6, program 5).
  - g. Contingency plans for responding to incidents involving hazardous materials would be developed (PSE program 7).
  - h. The City's emergency plan would be publicized and would be reviewed, updated and exercised as necessary (PSE policies 13, 14).

# ENVIRONMENTAL IMPACT INVENTORY

IMPACT	TYPE / EFFECT	MITIGATION
<p>d. Future residents and development could be subject to hazards associated with flooding.</p>	<p>D/A</p>	<ol style="list-style-type: none"> <li>1. The Plan contains a policy requiring submittal of a hydrology study for any development proposed in the flood hazard zone (PSE policy 12).</li> <li>2. The Plan requires that new development be setback from any creek (COE policy 5).</li> <li>3. The Plan contains policies to upgrade and expand the city's storm drain system and ensure that future developments include adequate drainage features (PSE policies 9, 10).</li> <li>4. Under the Plan, the City would work with the Sonoma County Water Agency in developing flood control measures within the Planning Area (PSE policy 11).</li> </ol>



# ENVIRONMENTAL IMPACT INVENTORY

## IMPACT

## TYPE / EFFECT

## MITIGATION

### N. NOISE (See Community Noise Element)

1. Traffic generated by buildout of the Plan in conjunction with regional growth will result in increased traffic noise.

C/A

1. The Plan contains policies and programs designed to comprehensively address potential traffic noise impacts:
  - a. The Plan sets city-wide standards (equaling or exceeding State standards) for maximum noise levels (CNE policy 1).
  - b. An acoustical study will be required of any proposed residential developments potentially affected by traffic noise (CNE policies 3, 4).
  - c. Proposed residential developments potentially affected by traffic noise will be required to incorporate mitigation measures to achieve compliance with City noise standards (CNE policies 3, 4, 5, programs 1, 2, 3).

2. Buildout of the Plan will result in increased occurrences of short-term and intermittent noise, especially in association with construction.

D/A

1. The Plan contains policies and programs to evaluate project proposals in terms of potential to create intermittent noise and to require appropriate mitigation measures to ensure that City noise standards are complied with (CNE policies 1, 3, 4, programs 1, 2, 3).

# ENVIRONMENTAL IMPACT INVENTORY

IMPACT	TYPE / EFFECT	MITIGATION
<p>O. ENERGY IMPACTS</p> <ol style="list-style-type: none"> <li>Buildout of the Plan would result in the consumption of an unknown but potentially significant amount of energy in constructing and in maintaining new uses.</li> <li>Increased traffic generated by buildout of the Plan along with cumulative growth in the area would consume unknown but possibly significant quantities of fossil fuels.</li> </ol>	<p>I/A</p> <p>I/A</p>	<ol style="list-style-type: none"> <li>The Plan contains a policy promoting residential energy and water conservation (HE policy 9).</li> <li>The Plan would conserve energy by concentrating urban development within and adjacent to existing city limits, thereby facilitating service provision, minimizing infrastructure expansion and reducing travel times between residences and shopping, service and employment opportunities.</li> <li>The City currently requires all major subdivisions to incorporate to the extent feasible opportunities for solar heating and cooling (City of Sonoma Subdivision Ordinance).</li> <li>Energy conservation standards recently enacted by the California State legislature will minimize the energy consumption of new residences.</li> <li>The Plan contains a policy encouraging the location of higher density housing next to commercial centers (HE policy 8).</li> <li>The Plan contains policies and programs promoting alternatives to automobile use (CE policies 6, 7, program 3; COE policy 13, program 2).</li> </ol>

## G. AIR QUALITY

### 1. Climate (1)

As part of a region having a Mediterranean climate, Sonoma typically experiences long, dry summers and cool, wet winters. Temperatures in the City range from extremes of 20° F to 112° F; in general, however, the climate is mild, the annual average temperature being 55° F. Rainfall, although subject to wide variation from season to season, averages 27 inches per year, most of it (90%) occurring in the wet season. Wind distribution is as follows: from the west and west southwest, 50%; from the southwest and southeast, 27%; from other directions (usually due north or due east), 23%; dead calm, 0.3%.

### 2. Air Quality

Air quality is a measure of average pollutant concentrations found in a given volume of air over a fixed period of time. Pollutants are generated by a variety of sources, but the major source of air pollution in the Bay Area is the automobile. Air quality is regulated by both the federal government and the State of California which have established maximum concentration levels for various pollutants. State and federal standards are administered at the regional level by the Bay Area Air Quality Management District (BAAQMD).

BAAQMD maintains an air quality monitoring station within city limits; however, ozone is the only pollutant monitored because the concentrations of other pollutants are considered too minute to warrant monitoring. Ozone standards have not once been exceeded in Sonoma over the past five years.

Because, except for ozone, no data on current or historic pollution levels within the Primary Sphere of Influence exists, it was necessary to develop estimates. Two estimates of existing and potential air pollution generation within the Primary Sphere have been made:

- a. estimates of total automobile generated emissions for various pollutants, and
- b. estimates of automobile generated carbon monoxide concentrations.

Only automobile generated pollution was studied, because automobiles account for the overwhelming majority of air pollution in the Bay Area, particularly in residential oriented communities such as Sonoma.

### 3. Total Transportation Generated Emissions

Total emission generation refers to the amount of a pollutant produced rather than the resulting concentration. In order to estimate current and potential emission generation produced by automobile travel resulting from land uses within Sonoma's Primary Sphere of Influence, the following formula (2) was used:

---

(1) Proposed Growth Control Policy, City of Sonoma, DEIR, Walt Smith and Associates, 1980.  
(2) Air Quality Impact Assessment Guidelines, (Draft), BAAQMD, 1985.

$$E = U \times T \times L \times R$$

Where

- E = the total emission of a given pollutant.
- U = the number of trip generating units (existing and at buildout) for each land use within the Primary Sphere (e.g. number of single family dwelling units).
- T = the trip generation rate for a particular use.
- L = the average length of the trip.
- R = the emission rate for the chosen pollutant at a given speed in a given year.

The information on existing and potential land use within the Primary Sphere was taken from the 1985 land use inventory (City of Sonoma); trip generation rates, trip lengths and emission rates were based on BAAQMD's Air Quality Impact Assessment Guidelines (Draft, 1985). The trip generation rates and trip lengths recommended by BAAQMD were modified in some cases to reflect local conditions. Tables EIR-6, 7 and 8 summarize the factors used in the calculations.

At the suggestion of BAAQMD, only carbon monoxide, reactive hydrocarbons and total suspended particulates were considered, because other types of pollutants are not a problem in Sonoma nor is there any likelihood of their becoming so given the development possible under the Plan (1).

a. Existing Emissions

According to the emission generation calculations, land uses within Sonoma's Primary Sphere of Influence are responsible for 10% of Sonoma County's automobile generated carbon monoxide (CO), 14% of its reactive hydrocarbons (HC) and 14% of its total suspended particulates (TSP) (See Table EIR-5). As the Primary Sphere currently contains less than 4% of the County's total population, these estimates are probably too high. However, because the City acts as the commercial center for Sonoma Valley, is relatively isolated (resulting in long commutes) and is a tourist attraction, automobile emissions may be somewhat higher than would normally be expected.

b. Potential Emissions

Although buildout of the Plan would result in a greater number of trips, there could be an actual reduction in the amount of CO and HC generated due to stricter automotive emission standards and the replacement of older, more polluting cars (see Table EIR-5).

The amount of TSP would increase because the greater number of cars and trips would result in greater dust entrainment (dust becoming airborne from the motion of tires against pavement). Proportionately, the City's contribution to County-wide emissions would remain roughly constant.

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(1) Phone conversation, Brent Mussen, BAAQMD, 12/4/85.



Table EIR-5

**Total Transportation Generated Emissions,  
Existing and Projected:  
Primary Sphere of Influence, 1985 – 2005**

<u>Pollutant</u>	<u>Transportation Generated Emissions (1)</u>			
	<u>Existing (1985)</u>		<u>Potential (2005)</u>	
	<u>Amount</u> <u>(tons per</u> <u>day)</u>	<u>% of</u> <u>County-wide</u> <u>Total</u>	<u>Amount</u> <u>(tons per</u> <u>day)</u>	<u>% of</u> <u>County-wide</u> <u>Total</u>
Carbon Monoxide	12.21	10%	9.37	11%
Reactive Hydrocarbons	1.47	14%	1.02	9%
Total Suspended Particulates (2)	1.84	14%	2.49	13%

(1) Based on land use information derived from 1985 land inventory, City of Sonoma, and on trip generation and emission generation rates developed by BAAQM, Air Quality Impact Assessment (Draft), 1985 (adjusted to reflect local conditions).

(2) Includes exhaust, tire wear and dust entrainment from paved roadways.



Table EIR-6

**Existing Emission Factors  
City of Sonoma, 1985**

<u>Use Category</u>	<u>Units (1)</u>	<u>Trip Generation Rate (2)</u>	<u>Trip Length (2)</u>	<u>Speed (3)</u>
<u>Residential</u>				
SF	2,893 dwelling units	10/d.u.	6.2 mi.	35 mph
MF	1,251 dwelling units	5.7/d.u.	6.2 mi.	35 mph
<u>Public</u>	1,742 (1000 sq.ft.)	20/1000 sq.ft.	3.7 mi	35 mph
<u>Parks</u>	91 acres	12/acre	10.0 mi.	40 mph
<u>Commercial</u>				
TC	601 (1000 sq. ft.)	60/1000 sq. ft.	2.0 mi.	25 mph
CC	1,166 (1000 sq. ft.)	40/1000 sq. ft.	3.7 mi.	35 mph
GC	241 (1000 sq. ft.)	60/1000 sq. ft.	2.0 mi.	25 mph
NC	297 (1000 sq. ft.)	80/1000 sq. ft.	1.0 mi.	20 mph
PC	516 (1000 sq. ft.)	40/1000 sq. ft.	3.7 mi.	35 mph
<u>Industrial</u>	11 acres	95/acre	9.6 mi	40 mph

(1) Land Use Inventory, City of Sonoma, 1985.

(2) Air Quality Impact Assessment Guidelines (Draft), 1985, BAAQMD (Modified in some cases to reflect local conditions).

(3) Based on local conditions.

Table EIR-7

**Emission Factors at Buildout  
Primary Sphere of Influence, 2005**

<u>Use Category</u>	<u>Units (1)</u>	<u>Trip Generation Rate (2)</u>	<u>Trip Length(2)</u>	<u>Speed (3)</u>
<u>Residential</u>				
Single Family	5,937 dwelling units	10/d.u.	6.2 mi.	35 mph
Multi-Family	2,846 dwelling units	5.7/d.u.	6.2 mi.	35 mph
<u>Public</u>				
	1,742 (1000 sq. ft.)	20/1000 sq. ft.	6.2 mi.	35 mph
<u>Parks</u>				
	175 acres	12/acre	10.0 mi.	40 mph
<u>Commercial</u>				
TC	673 (1000 sq. ft.)	60/1000 sq. ft.	2.0 mi.	25 mph
CC	1,396 (1000 sq. ft.)	40/1000 sq. ft.	3.7 mi.	35 mph
GC	360 (1000 sq. ft.)	60/1000 sq. ft.	2.0 mi.	25 mph
NC	353 (1000 sq. ft.)	80/1000 sq. ft.	1.0 mi.	20 mph
PC	777 (1000 sq. ft.)	40/1000 sq. ft.	3.7 mi.	35 mph
<u>Industrial</u>				
	11 acres	95/acre	9.6 mi.	40 mph

(1) Land Use Inventory, City of Sonoma, 1985.

(2) Air Quality Impact Assessment Guidelines (Draft), 1985, BAAQMD (modified in some cases to reflect local conditions).

(3) Based on local conditions.



**Figure EIR-2**

EIR-39





## **PERSONS AND ORGANIZATIONS CONSULTED**

### **City of Sonoma**

Henry Riboni, City Council Member  
Brock T. Arner, City Manager  
Ed Steinbeck, Planning and Building Director  
Richard Rowland, City Engineer  
Al Mazza, Fire Chief  
William Rettle, Police Chief  
Wayne Wirick, Building Inspector  
David Goodison, Planning Technician

### **County of Sonoma**

Donald Bean, Civil Engineer IV  
Robert Cortelyou, Water Agency  
Ken Curtis, Chief of Comprehensive Planning  
Wayne Goodrich, Plant Supervisor, Sonoma Valley Waste Treatment Plant  
Donald Head, Director of Public Works  
Richard Rogers, Planner III

### **Local Agencies and Organizations**

Keith Anderson, Assistant Superintendent, Sonoma Valley Unified School District  
Friends of Sonoma Creek  
Adele Harrison, Coordinator, Friends in Sonoma Helping  
Sonoma Garbage Collectors

### **Regional Agencies**

Brent Mussen, Planner, Bay Area Air Quality Management District  
Jean Roggenkamp, Planner, Bay Area Air Quality Management District

### **Private Individuals and Organizations**

Ben Choate, Engineer, Goodrich Traffic Group  
Cole/Mills Associates  
Sound Solutions

### **General Plan Consultant**

Brenda Gillarde

## **PERSONS, AGENCIES, AND ORGANIZATIONS COMMENTING**

### **City of Sonoma**

Larry Murphy, City Council Member  
Henry Riboni, City Council Member  
Thomas Honey, Planning Commissioner  
Ed Steinbeck, Planning and Building Director  
Albert Mazza, Fire Chief

### **State Agencies**

Department of Conservation, Division of Mines and Geology  
Department of Fish and Game  
Department of Transportation, Division of Aeronautics  
Department of Transportation, Division of Highways

### **Regional Agencies and Organizations**

Pacific Gas and Electric Company

### **Local Organizations**

Residents Against Irresponsible Development  
Sonoma Valley Visitors Bureau

### **Private Individuals**

Ty Batto  
Rachel Carter  
Louis Chiotti  
Owen Cort  
Aurilla Doerner  
Edward C. Heine  
Lindy Johnson  
Virginia Jones  
Suzanne Jouchim  
Ken McTaggart  
James Peters  
L. Clay Reece  
Urban Scheiblich  
Della Simpson  
Virginia Weisel  
John Zeibarth

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